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ABSTRACT

The document contains the reports of nine days of hearings held on four bills (H.R. 19, H.R. 3036, H.R. 3037, and H.R. 4797) to amend the Vocational Education Act of 1963. It includes the full texts of the bills and of all prepared statements and supplemental materials presented during the hearings. Statements were made by: (1) State and local directors and superintendents of vocational education; (2) program directors, teachers, and representatives from State universities and local schools in all branches of vocational education, agricultural education, special education, electronics, adult education, and occupational education; and (3) representatives from State departments of education, Federal agencies, State and national advisory councils, and various professional organizations. A 370-page section focuses on the General Accounting Office (G.A.O.) report and responses to it. The evaluation conducted by the G.A.O. studied the Federal role in the implementation of the Vocational Education Act. Replies obtained from representatives of various States were examined together with a review of the G.A.O. report written by the Bureau of Occupational and Adult Education. A 231-page section focuses on statements regarding the state of vocational education programs in various State and local institutions. (EC)

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VOCATIONAL AND OCCUPATIONAL EDUCATION

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 19 and Related Bills

TO AMEND THE VOCATIONAL EDUCATION ACT OF 1963

VOLUME 1

HEARINGS HELD IN WASHINGTON, D.C.
FEBRUARY 18, 19, 25, 26; MARCH 5, 6, 10, 18, 19, 1975

Printed for the use of the Committee on Education and Labor
Carl D. Perkins, *Chairman*

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, FEBRUARY 18, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Ford, Meeds, Chisholm, Lehman, Blouin, Risenhoover, Simon, Miller, Mottl, Hall, Quie, Bell, Buchanan, Jeffords, Pressler, and Goodling.

Staff members present: John Jennings, majority counsel, Charles W. Radcliffe, minority counsel.

Chairman Perkins. The committee will come to order.

A quorum is present.

Today, the Subcommittee on Elementary, Secondary, and Vocational Education is beginning hearings in the general area of vocational, occupational, and career education. Although our focus will be on the administration of the Vocational Education Act of 1963, we will also hear testimony on related acts and on related issues.

As chairman of this subcommittee, I plan on conducting the most comprehensive and the fairest hearings possible on this subject. Every interested party will be given an opportunity to testify or, if that is not possible, then at least to submit views for the record.

My reason for emphasizing this point is that I myself believe that the Federal Government ought to double the funds it is spending on vocational education, and I have introduced a bill—H.R. 19—to accomplish that goal.

But in pursuing this objective I want to be sure that, in the appalling economic situation we are in today, we are using the Federal funds in the best manner possible. We must be sure that the Federal dollar is getting the most for its money as we seek to increase it.

For that reason we are beginning these hearings with testimony on the recent General Accounting Office report which has raised so many questions about the present administration of Federal funds. We will hear today from GAO representatives on their report, and then we will hear from State officials in the States GAO audited. Tomorrow we will hear testimony from the Commissioner of Education on the GAO report.

Our purpose is to determine whether improvements need to be made in the manner Federal funds are administered. I myself believe that, even if the evidence shows that some improvements are necessary, we must not be deterred from seeking to expand vocational education so that all our youths and adults have the opportunity to receive sound job training.

[Text of H.R. 19 follows:]

[H.R. 19, 94th Cong., 1st Sess.]

A BILL To amend the Vocational Education Act of 1963

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Education Amendments of 1975".

AUTHORIZATION OF APPROPRIATIONS FOR BASIC GRANTS

SEC. 2. Section 102(a) of the Vocational Education Act of 1963 is amended by striking the first sentence and by inserting in lieu thereof the following: "There are authorized to be appropriated $1,000,000,000 for fiscal year 1976 and each succeeding fiscal year for the purpose of parts B and C of this title.".

SPECIAL PROGRAMS FOR THE DISADVANTAGED

SEC. 3. Section 102(b) of such Act is amended by striking the first sentence and by inserting in lieu thereof the following: "There are also authorized to be appropriated $100,000,000 for each fiscal year ending prior to July 1, 1982, for the purposes of section 122(a)(4)(A).".

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

SEC. 4. Section 104(a)(4) of such Act is amended by striking out "five" and inserting in lieu thereof "twelve".

EXEMPLARY PROGRAMS AND PROJECTS

SEC. 5. Section 142(a) of such Act is amended by striking out "five" and inserting in lieu thereof "twelve".

RESIDENTIAL VOCATIONAL EDUCATION DEMONSTRATION SCHOOLS

SEC. 6. (a) Section 1511(b) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

(b) Section 152(a)(1) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

(c) Section 153(d)(2) of such Act is amended by striking out "four" and inserting in lieu thereof "eleven".

CONSUMER AND HOMEMAKING EDUCATION

SEC. 7. (a) Section 161(a)(1) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

(b) Section 161(c) of such Act is amended by striking out "five" and inserting in lieu thereof "twelve".

COOPERATIVE VOCATIONAL EDUCATION PROGRAMS

SEC. 8. Section 172(a) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

WORK-STUDY PROGRAMS FOR VOCATIONAL EDUCATION STUDENTS

SEC. 9. Section 181(a) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

CURRICULUM DEVELOPMENT IN VOCATIONAL AND TECHNICAL EDUCATION

SEC. 10. Section 191(b) of such Act is amended by striking out "1975" and inserting in lieu thereof "1982".

Chairman Perkins. Our first witness is from the General Accounting Office, Mr. Gregory J. Ahart, Director, Manpower and Welfare Division. Please identify yourself and your associates, Mr. Ahart.

STATEMENT OF GREGORY J. AHART, DIRECTOR, MANPOWER AND WELFARE DIVISION, U.S. GENERAL ACCOUNTING OFFICE; ACCOMPANIED BY MORTON E. HENIG AND HAROLD L. STUGART, ASSOCIATE DIRECTORS, MANPOWER AND WELFARE DIVISION; AND DR. ROSEMARY G. MYLECRAINE, AUDIT MANAGER, MANPOWER AND WELFARE DIVISION

Mr. Ahart. Thank you, Mr. Chairman.

My name is Gregory Ahart, Director of the Manpower and Welfare Division of GAO. On my immediate right is Mr. Morton Henig, Associate Director of that Division, Mr. Harold Stugart, also Associate Director, and on my left is Rosemary Mylecraine, an Audit Manager within the Manpower and Welfare Division.

Chairman Perkins. All right, we are most interested in your testimony. Go right ahead.

Mr. Ahart. Thank you, Mr. Chairman.

We are pleased to have this opportunity to comment on implementation of the Vocational Education Act. The results of our evaluation of this program are contained in our report to the Congress entitled, "What is the Role of Federal Assistance for Vocational Education?"

We have a prepared statement which covers the highlights of our report. In the interest of time, I would like to summarize the statement, and offer the full statement and the report for the record.

[The documents referred to follow:]

Prepared Statement of Gregory J. Ahart, Director, Manpower and Welfare Division, U.S. General Accounting Office

Mr. Chairman and Members of the Subcommittee: We are pleased to have this opportunity to comment on implementation of the Vocational Education Act. The results of our evaluation of this program are contained in our report to the Congress entitled "What is the Role of Federal Assistance for Vocational Education?" (MWD–75–31, dated December 31, 1974). In the interests of time, I wish to present high-lights of our report and offer the full report for the record.

The purpose of the Vocational Education Act is to insure that, ultimately, "persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training." This program, authorized in 1963 and amended in 1968, is administered by the Office of Education of the Department of Health, Education, and Welfare.

Federal funds totaling about $3 billion have been spent in the last decade for programs under this act, beginning with $55 million in fiscal year 1964 and rising to $482 million in fiscal year 1973: Part B of the act, which accounts for 80 percent of total program expenditures, authorizes grants to States that they can use to provide vocational education for persons of high school age and above. Our review focused primarily on programs supported under part B.

To evaluate the vocational education program as it relates to the expenditure of Federal funds, we reviewed implimentation of the program at national, regional, State, and local levels. In the context of our national survey we concentrated our detailed review on programs in seven States—California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington—which together spent $146 million in fiscal year 1973, or 30 percent of the total $482 million of all Federal funds spent for the program that year.

Our study sought answers to the following questions:

1. What role does the Federal dollar play?
2. How is vocational education planned?
3. How are Federal vocational funds distributed?
4. How are training resources used?
5. Is training related to employment?

1. WHAT ROLE DOES THE FEDERAL DOLLAR PLAY?

The act's stated purpose and the particular assurances it requires indicate that the Congress intended Federal dollars to be used to: Encourage State and local governments to increase their funding; meet changing national needs for skilled manpower; increase enrollments in vocational programs; and provide more training options for individuals—particularly persons with special needs.

However, the act also permits States to use Federal funds to maintain existing vocational programs.

Office of Education statistics show that in the decade since enactment of the act, State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities for the disadvantaged and handicapped have been expanded. Office of Education officials, State directors of vocational education, and the National Advisory Council on Vocational Education told GAO they attribute this progress in large part to Federal assistance provided under the act.

Based on our review, however, it appears that Federal funds have not necessarily been used primarily to initiate new program options and extend opportunities, but in many instances have been used to maintain existing activities year after year.

Although in most States we visited the major portion of Federal assistance was directed to the local level, large amounts of Federal funds had been retained at the State level. Much of the money retained at the State level was used to support administrative type activities.

For example, as much as 22 percent of part B funds had been retained at the State level rather than being distributed for direct support of vocational programs at the local level.

In contrast to legislative provisions for other Federal education programs, which generally limit the amount which can be used by the State for administrative purposes to 5 percent or less, this act does not stipulate any such limitation. Data reported by the Office of Education indicate that nationwide $63 million, or 16 percent of Federal funds, were spent in fiscal year 1973 for administrative type activities. OE reports do not show whether these expenditures were made at the State level or at the local level. So that more Federal funds can be made available for direct services to program participants at the local level, we recommended in our report that the Congress consider setting a limit on the amount of Federal funds that can be retained at the State level, as provided in other Federal education legislation.

Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about five dollars for every Federal dollar, in 17 States the ratio of State and local support to Federal support declined between fiscal year 1970 and fiscal year 1973, according to Office of Education statistics.

Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given as high a priority with State and local support as with Federal support. Office of Education statistics show that the nationwide ratio of State and local funding to Federal funding for all part B programs in fiscal year 1973 was $5.93 to $1.00. Yet the ratio for programs serving the disadvantaged was only $2.19 to $1.00 and for the handicapped only $1.10 to $1.00. According to Office of Education statistics:

In fiscal year 1973, 23 States spent fewer State and local dollars for every Federal dollar for the disadvantaged than they had in fiscal year 1970; for the handicapped this happened in 19 States.

Some States, over a three-year period, have spent no State or local funds for the disadvantaged or handicapped.

In some States, State and local funding has been withdrawn as Federal funding has increased. For example, one State's ratio of State and local funds to

Federal funds for part B handicapped programs declined from $3.36 in fiscal year 1970 to $.34 in fiscal year 1973.

We recommended that, if the Congress believes these two groups should receive priority attention in the utilization of Federal funds, it should consider adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped.

Although participation in vocational programs has grown in the last decade, increased funding has not necessarily resulted in proportionately increased enrollment. Office of Education statistics show the following:

The number of students enrolled has increased 163 percent, from 4.6 million in fiscal year 1964 to 12.1 million in fiscal year 1973. During the same period, total Federal vocational expenditures rose 776 percent, or 532 percent in 1964 dollars.

The relationship between expenditure and enrollment growth has varied among States. For instance, in one State we visited the Federal expenditure increased 1,188 percent between fiscal years 1964 and 1973, or 829 percent in 1964 dollars. Enrollment increased 61 percent during this same period.

The proportion of disadvantaged and handicapped enrollment declined relative to total enrollment from fiscal year 1971 to fiscal year 1973. During the same period the Federal portion of expenditures for disadvantaged and handicapped increased relative to total expenditure growth.

We did not do a comprehensive analysis to determine the reasons for the disparity between funding increases and enrollment growth. Factors cited by State directors of vocational education as contributing to the disparity included increased program costs and use of new funds to improve program quality, which would not necessarily result in increased enrollments.

With regard to the Office of Education's implementation of the program, Office of Education officials told us there is little analysis of the way States use Federal funds, and that the Office of Education does not know what the impact of Federal vocational funding actually has been.

The Office of Education has not determined what strategies would produce the desired result of maximizing effectiveness of Federal funds, and lacking this information cannot provide adequate guidance to States. We concluded that, since the Office of Education has not held States accountable for performance against criteria which emphasize the role of Federal funds as defined in the legislation, the Office of Education cannot insure that the intent of Congress will be met as to where and how funds should be targeted.

The heavy emphasis which States have placed on maintaining existing programs has hindered developing new initiatives which we believe the Congress also intended, although Office of Education officials and State directors of vocational education have stressed that maintenance of ongoing programs is an acceptable use of Federal funds. We recommended that the Congress consider limiting the amount of Federal funds that can be used to maintain existing activities, by requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities.

Our recommendations to the Secretary of HEW addressed the Department's role in providing leadership concerning the use of Federal funds to insure that they serve the catalytic role intended by Congress. HEW only partially concurred with this recommendation, stating that it disagreed with our interpretation of the purpose of the law.

2. HOW IS VOCATIONAL EDUCATION PLANNED?

Achievement of the act's objectives depends, to a large extent, on systematic, coordinated, and comprehensive planning at national, State, and local levels for the delivery of vocational education. Provisions of the Education Amendments of 1972 (Public Law 93-318) reiterated congressional concern that Federal funds act as leverage to bring about such planning. Our review indicated that:

Plans at State and local levels are prepared primarily to comply with Federal requirements, and are not used to provide direction to programs or to measure program impact. State representatives said the State plan format and data required by the Office of Education do not constitute an effective tool for guiding performance. In some instances States have instituted another planning system because they believe the data required by the Office of Education provides an inadequate mechanism for achieving comprehensive, coordinated planning.

Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis. State plans are developed around the amount of funds expected to be available, rather than on the basis of relative needs.

Organizational patterns at all levels—national, State, local—diffuse responsibility for vocational education and result in uncoordinated and isolated planning.

Within HEW responsibility for administering programs related to occupational training is organizationally fragmented. Even though the Education Amendments of 1972 attempted to address this problem, minimal coordination and even less cooperative effort is apparent.

At State and local levels division of responsibility for vocational training have permitted both secondary and postsecondary sectors to plan and operate independently, with the community college sector usually providing only minimal input to the State plan submitted to the Office of Education.

There also has been little communication with other Federal agencies providing services related to vocational training to insure that education and manpower efforts will be synchronized for students at all levels.

State and local advisory councils often have had limited impact on assuring that vocational programs will meet current and anticipated manpower needs. Although State advisory councils are responsible under the act for advising on development and administration of the State plan, in most States they had not been integrated into the planning process. Because of committee inadequacies at the local level, employer needs have not necessarily received consideration in decisionmaking about vocational education. In several instances, however, we observed that local advisory committees were the key to the success of vocational programs.

Data that would be helpful in planning is unavailable, inadequate, or unused. Even when data has been collected and compiled, it generally is not used at the national, regional, State, or local level for evaluating or improving vocational programs.

We concluded that planning of vocational programs should be improved at national, State, and local levels so that vocational education can be provided in a manner that best serves student and community needs. Greater attention to systematic, coordinated, and comprehensive planning would better insure that program funds are used most effectively.

We made several recommendations to the Secretary of HEW, which, if implemented, should improve the planning of vocational programs.

We recommended that the Congress consider requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process. We also recommended that the Congress consider requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973.

3. HOW ARE FEDERAL VOCATIONAL EDUCATION FUNDS DISTRIBUTED?

The act requires that States adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective States. These criteria are: (1) manpower needs and job opportunities, (2) differences in vocational education needs as among population groups, (3) relative ability of local communities to provide resources, and (4) relative cost of programs.

The Office of Education has not provided States adequate guidance concerning procedures for distributing funds. For example, the Office of Education has not provided guidance with respect to the relative importance of the act's criteria. It has tended to accept statements of assurance in State plans that States will distribute funds according to these criteria, and has not routinely monitored State distribution practices. As a result, Federal funds have been distributed by States in a variety of ways, many of which do not necessarily result in the funds being targeted to areas of highest need or to areas maximizing program impact. Some major practices noted in the States we visited were:

Making funds available to all local education agencies within the State, rather than concentrating funds in selected areas with high needs.

Making funds available to local education agencies without adequately identifying the need in relation to the needs in other areas.

Making funds available without considering ability of local education agencies to provide their own resources.

We concluded that in many instances adequate consideration has not been given to the law's criteria for fund distribution, and the procedures by which States have distributed Federal part B funds could be improved to better insure that these funds actually are targeted to areas of highest need.

We made recommendations to the Secretary of HEW which, if implemented, should improve targeting of funds to meet needs defined in the act.

4. HOW ARE TRAINING RESOURCES USED?

To respond effectively to the steadily increasing need for vocational training, as envisioned by the act, maximum consideration must be given to the use of all available training resources in the community. Although we observed several instances in which local officials had expanded the range of vocational offerings by using a variety of community-based facilities, in the States we visited vocational education authorities often had not made full use of existing resources. We were told that community colleges, in particular, were not fully used and that there were opportunities for increased training. Frequently, school officials at the local level had not explored possibilities of using either other public school facilities, federally funded manpower skills centers, military installations, proprietary schools, or employer sites to expand or strengthen vocational program offerings. Several factors accounted for underuse or nonuse:

In planning programs school officials frequently have considered only those facilities under their own direct control. In most communities we visited, consideration was only given to the facilities within a single school—whether it was a high school, community college, or vocational-technical school.

Training resources have not been inventoried to determine what was available. Most States and communities we visited did not have a process for identifying potential resources for training—facilities, equipment, instructors, supplies and materials.

Costs of training have not been adequately determined so that the most cost-effective choice could be made among alternative training strategies and delivery systems.

Delivery of training has been restricted to traditional course, time, and facility usage patterns.

Transportation often has not been provided as a means of linking students with training available in a variety of facilities.

Construction of new school facilities has been favored, and allocation of Federal funds for construction has not necessarily been contingent upon need factors or upon maximum use of existing community facilities—public or private.

In one community we visited, however, secondary schools and community colleges were using a variety of community-based resources, facilitated by the provision of transportation to carry students between schools and other training locations. This utilization strategy is described in our report. Briefly:

High school students were able to receive training at community colleges in technical areas not available at the high school level, as a result of the State's provision for concurrent enrollment.

Secondary schools and community colleges both were using military facilities and paying military instructors on an hourly basis as a way of expanding vocational-technical options for students. At the same time, community colleges reciprocated by providing instruction for military personnel in specialized fields not available at military installations. The advantages of this relationship were expressed by the coordinator of one community college's biomedical technology program. Paraphrasing slightly, he said:

"It will mean a significant saving of tax dollars because the clinical facilities and classrooms will be used by both the Navy and the College and will not have to be duplicated by either. It would not be financially feasible for any community college in the nation to duplicate facilities and expertise provided by the Navy under this agreement."

Employer sites had become part of the vocational training network. For instance:

Air transportation programs offered by the local school district were conducted at two dozen separate facilities, including air freight offices, the Federal Aviation Administration Tower, the weather bureau, car rental offices, national airlines, private flying service companies, and a convention and visitors bureau. Instruction in health occupations took place at more than 20 different hospitals.

A major shopping center served as an extended campus of the school district to provide a laboratory for high school students enrolled in the applied marketing occupations program. Seventeen stores participated, and classroom study related to students' training in the stores took place on the shopping center premises.

The community college district used a variety of public and private facilities for a range of courses, including a filtration plant, several banks, the State Department of Transportation, an auto body shop, a silk screen company, the county administration building, a post office, an insurance company, and large and small manufacturers.

We believe that delivery of vocational education could be improved if the available training resources in the area to be served were more fully taken into account in the planning process. We concluded that public education agencies should explore potential sharing of other resources in the community—particularly employer sites—and take steps to maximize the utilization of their own facilities. We also believe that expanded vocational opportunities and strengthened program offerings would result if OE and States provided leadership in forging partnerships for using all resources, including those outside the traditional vocational education pattern. Improved use of available training resources would contribute to assuring that: The nation's need for skilled manpower would be met; More persons who need training would be able to participate; More types of training options would be available; Duplication and gaps in the types of training offered would be avoided; and Training would not be more costly than it should be.

Our recommendations to the Secretary of HEW, if implemented, should lead to improved delivery of vocational education. Our recommendations to the Congress address the potential for better utilizing existing training resources. Specifically, we recommend that, to expand vocational offerings and strengthen programs, the Congress consider establishing a set-aside requirement for cooperative arrangements between public training facilities or nonpublic training resources.

Also, because about 16 percent of Federal funds have been spent on construction, and this expenditure is not necessarily contingent upon need for facilities, we recommend that Congress consider establishing, as a legislative policy, that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

5. IS TRAINING RELATED TO EMPLOYMENT?

Although the act requires that vocational training or retraining be realistic in the light of actual or anticipated opportunities for gainful employmnet, this factor generally has not been adequately considered in planning for, and evaluating vocational education programs. As a result, there is little assurance that changing manpower needs are being addressed in secondary and postsecondary occupational programs supported by Federal funds. Many students are enrolled in traditional courses and are not always able to obtain employment in fields for which they are trained. Data reported by the Office of Education for fiscal year 1972 indicated that about one-third of those who completed secondary programs and three-fifths of those who completed postsecondary programs and were available for full-time work were employed in fields related to their training. A number of factors have limited the relevancy of vocational programs:

Labor market needs have been neither fully nor realistically assessed. Vocational educations at both State and local levels have not given adequate consideration to labor market factors, and there is no assurance that the training provided corresponds with manpower needs.

All States we visited had an Office of Education approved State plan which included at least some labor demand and supply projections. State education officials told up that available projections of labor demand and supply were unreliable and were included in the State plans only to comply with Office of Education requirements. The State plan therefore was not considered a valid assessment of manpower needs.

Vocational officials frequently told us that as long as students got jobs, there was a need for a program. Yet, these same officials agreed there was inadequate followup about whether students actually got jobs and little information as to the adequacy of the training for potential employment. As a consequence, schools lacked assurance that they were not contributing to over-supply in some occupational areas and under-supply in others.

Work experience often has not been an integral component of the vocational curriculum. Most schools were not operated on the philosophy that students often were only exposed to simulated situations and performed theoretical exercises.

One institution we visited, however, which enrolled over 4,500 students in school year 1972-73, had developed working partnerships with local employers and unions to provide realistic work experience for all students. This work experience was conducted through local employers off campus or through the school's organized businesses. School officials said that the most rewarding benefit of cooperative training was that students learned occupational skills under actual conditions of employment. The fiscal goal of the program operated through the school's businesses was to charge the cost of the course to the customers. In this manner, those who benefited from the purchased products, and not the taxpayers or students, primarily shared the training costs.

Occupational guidance has not received adequate attention. Students generally did not receive vocational guidance and counseling unless they made a specific request. Few schools had cooperative arrangements with the system of public employment offices in the State to provide these services, although State plans gave assurances of such provisions. As a result, students were not routinely exposed to the range of occupational options available and therefore had to make decisions on the basis of limited job information.

Responsibility for job placement assistance has not been assumed routinely by schools. We did observe several schools, however, which had made placement available to vocational students, one with the aid of a State employment commission counselor assigned full-time, and the other through job development and job placement specialists. Because skill training, if it is to be successful, needs to be linked with placement in appropriate employment, we recommended that the Congress consider requiring that schools take responsibility for job placement assistance in federally supported vocational education programs.

Vocational programs at all levels lacked adequate student followup. In the States we visited, formal, systematic followup of students generally was not performed. School officials told us most teachers use an informal personal followup with a limited number of former students, and that information forms the basis for Federal reports. Because training needs to correspond with job opportunities and requirements, we recommended that the Congress consider requiring that schools take responsibility for followup in Federally supported vocational education programs.

Barriers, such as age, sex, and entrance requirements, have restricted access to training and employment. Our report describes these obstacles. For example:

As illustrated by the sex chart on page 85 in our report, vocational training for women traditionally has been clustered around stereotyped female occupational roles which HEW noted are compensated at lower-income levels.

We made recommendations to the Secretary of HEW and to the Congress concerning ways to reduce the impact of these barriers which inhibit persons from participating in vocational education.

We concluded that although the act's focus is on implementing changes needed to align program offerings more closely with areas of expanding employment opportunity, large enrollments have persisted in program areas with only a limited relationship to labor market considerations. As a result, graduates do not always obtain employment in fields for which they are trained, and there is little assurance that manpower needs in new and emerging occupations are being addressed. It is questionable whether States and local education agencies' continuance of support with Federal funds of programs which offer limited opportunity for employment is consistent with the act's intent.

We made recommendations to the Secretary of HEW, which, if implemented, should result in greater relevancy of vocational programs in terms of labor market requirements. We recommended that the Congress, because of the importance of achieving a match between training and manpower needs, consider requiring that Federal vocational funds directed to local education agencies be used for those skill areas for which existing or anticipated job opportunities can be demonstrated.

At the conclusion of our review, in addition to obtaining comments from HEW, we met with six of the seven State directors of vocational education (one was unable to attend) to obtain their views on the issues discussed in the report. We also discussed these issues with several members of the National Advisory Council on Vocational Education. All these views were considered in the final report. HEW generally concurred with GAO's recommendations and described actions taken or planned to implement them (Appendix V of the report).

Our recommendations to the Congress, which we believe will help vocational education programs achieve maximum impact, are summarized on the last two pages of the report digest.

This concludes our statement, Mr. Chairman. We will be happy to answer any questions you may have.

REPORT TO THE CONGRESS—WHAT IS THE ROLE OF FEDERAL ASSISTANCE FOR VOCATIONAL EDUCATION?

OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

(By the Comptroller General of the United States)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C.

To the PRESIDENT OF THE SENATE and the SPEAKER OF THE HOUSE OF REPRESENTATIVES:

This is our report on the role of Federal assistance for vocational education. The program discussed in the report is administered by the Office of Education, Department of Health, Education, and Welfare.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

We are sending copies of this report to the Director, Office of Management and Budget; the Secretary of Health, Education, and Welfare; the Secretary of Labor; and the Secretary of Defense.

LEWIS B. STAATS,
Comptroller General of the United States.

DIGEST

WHY THE REVIEW WAS MADE

GAO reviewed the operation of vocational education programs—designed to insure that, ultimately, persons of all ages in all communities have ready access to vocational training or retraining which is realistic in the light of actual or anticipated employment opportunities—because: the Congress is considering changes in vocational education legislation; over $3 billion of Federal funds have been expended since enactment of the Vocational Education Act in 1963; projections of the national economy indicate increased demand for vocationally skilled manpower; and large number of youth leave school without skills needed for employment, and many subsequently are unemployed.

GAO conducted its review in seven States: California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington. These States spent $146 million in fiscal year 1973, or 30 percent of the total $482 million of all Vocational Education Act funds spent that year. In States and localities where the policies, processes, and practices are not similar to those discussed in this report, GAO findings and conclusions may not be applicable and therefore should not be interpreted as necessarily being typical of vocational education activities in all locations.

FINDINGS AND CONCLUSIONS

Office of Education (OE) statistics show that in the decade since enactment of the Vocational Education Act, State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities have been expanded for the disadvantaged and handicapped.

OE officials, State directors of vocational education, and the National Advisory Council on Vocational Education told GAO they attribute this progress in large part to Federal assistance provided under the Act.

Role of Federal funds

The Vocational Education Act authorized Federal assistance for vocational training to States primarily for distribution to local education agencies. These funds were intended to encourage State and local governments to incraese their funding, accord high priority to persons with special needs, provide programs geared to real and emerging job opportunities, and increase the number of participants.

The use of Federal funds has not been adequately evaluated at Federal, State, or local levels. OE has not provided adequate guidance to help insure that the purposes envisioned by the Congress would be accomplished.

Federal funds often have been used to provide basic support for traditional local programs rather than to achieve the purposes itemized above.

GAO reviewed the role the Federal dollar has played and found that:

Although in most States the major portion of Federal assistance is directed to the local level, large amounts of Federal funds have been retained at the State level for administrative purposes. State directors of vocational education told us that there was strong leadership at the State level because Federal funds have been available for this purpose and that such leadership would not be possible in many States without Federal funds being available for State administrative salaries.

Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about $5 for every Federal dollar, in some States the ratio of State and local support to Federal support has declined. State directors of vocational education advised GAO that economic factors at the State and local level have made it more difficult to maintain their ratio of State and local dollars to Federal dollars.

Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given a high priority. State vocational officials said that it was more difficult to acquire State and local funds for particular population groups.

Although participation in vocational programs has grown in the last decade, increased funding has not necessarily resulted in proportionately increased enrollment. State directors of vocational education stated that some programs are more costly today than they were in the past and that in other instances decisions have been made to use new Federal funds for constructing facilities and improving program quality, which would not necessarily result in increased enrollments.

Planning for use of funds

Greater attention to systematic, coordinated, comprehensive planning at national, State, and local levels would improve the use of Federal funds and better insure that vocational education is provided in a manner that best serves student and community needs. We noted that State and local plans reflect compliance rather than planning; systematic assessment of community and individual needs does not take place; organizational patterns at all levels fragment responsibility and result in independent and isolated planning for vocational education; advisory council limitations lessen impact on improvement in the planning of programs to meet current and anticipated manpower needs; and data that would be helpful in planning is unavailable, inaedquate, or unutilized.

Distribution of funds

Federal funds have been distributed by the States reviewed in a variety of ways, many of which do not necessarily result in funds being targeted to geographical areas of need or providing for the programmatic initiatives called for by the law. Some major practices noted were: Making funds available to all local education agencies within a State, rather than concentrating funds in selected agencies with high needs; making funds available to local agencies without adequately identifying the relative need for the program; and making funds available without considering ability of local agencies to provide their own resources.

Use of training resources

States and local agencies have not always considered the range of existing training resources which could provide expanded training options to a larger number of people.

In many instances, secondary schools, community colleges, and area vocational-technical institutes could have made better use of their own facilities and explored opportunities to share each other's resources and those of federally-supported manpower programs, military installations, proprietary schools, or employer sites.

Factors which have limited the use of community-based training resources were that schools prefer to use the facilities they control; training resources have not been inventoried; costs have not been analyzed on a comparative basis; program scheduling has not been flexible; transportation often has not been provided; construction of new school facilities has been favored; and public and private sources of equipment and supplies have not been fully explored.

Relating training to employment

Changing manpower requirements need to be better addressed in many secondary and postsecondary occupational programs supported by Federal funds. Students often are enrolled in traditional courses and are not always able to find employment in fields for which they have been trained.

Factors which affected the relevancy of existing vocational programs were: Labor market demand and supply have been neither fully nor realistically assessed; work experience often has not been an integral component of the vocational curriculum; occupational guidance has not received adequate attention; responsibility for job placement assistance has not been routinely assumed by schools; and followup on graduates and employers has been marginal or nonexistent.

GAO also noted that barriers, such as age, sex, and entrance requirements, have restricted access to training and employment.

RECOMMENDATIONS

To provide sound expansion of vocational opportunities and to increase program effectiveness, FAO is recommending that the Secretary of Health, Education, and Welfare take specific actions to improve present practices in planning programs, distributing funds, using resources, and relating training to employment.

AGENCY ACTIONS AND UNRESOLVED ISSUES

HEW generally concurred with GAO's recommendations and described actions taken or planned to implement them. Appendix V contains a complete text of HEW's comments. HEW did not entirely agree with GAO's interpretation of the catalytic role intended for Federal assistance. These differing interpretations are discussed in chapter 2.

MATTERS FOR CONSIDERATION BY THE CONGRESS

This report calls attention to specific areas of administration and operation of the Vocational Education Act that can be strengthened at the Federal, State, and local levels to help insure that vocational programs achieve maximum impact. It suggests that the Congress consider amending the act by:

Setting a limit, as provided in other Federal education legislation, on the amount of Federal funds that can be retained at the State level so that more funds can be made available for direct services to program participants at the local level.

Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process.

Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of Federal funds that can be used to maintain existing activities.

Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped if the Congress believes these two groups should receive priority attention in the utilization of Federal funds. Two of the options available are: (a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50–50), thereby insuring State and local involvement in and commitment to these efforts and (b) Increasing the percentage of the set-asides for the special need categories.

Requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973 to insure that education and manpower efforts will be synchronized for students at all levels—secondary, postsecondary and adult.

Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary students to postsecondary facilities).

Establishing as a legislative policy that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

Requiring that Federal vocational funds directed to local education agencies for programs be used for those skill areas for which existing or anticipated job opportunities, whether local, regional, or national, can be demonstrated.

Requiring that work experience be an integral part of part B programs to the extent feasible.

Requiring that schools take responsibility for job placement assistance and followup in Federally supported vocational education programs.

The report also suggests that the Congress consider: Reducing the impact of several barriers which inhibit persons from participating in vocational education.

Amending the Federal Property and Administrative Services Act to provide for eligibility of recipients of Federal vocational funds to acquire Federal excess property.

CHAPTER 1

INTRODUCTION

For an increasing number of people, acquiring occupational skills is essential in modern society. The Nation's changing, increasingly technological environment requires a work force trained to a higher degree than in the past. Despite the large outlay of public funds for education—Federal, State, and local—amounting to 8 percent of America's gross national product, millions of youth, on leaving school, find themselves lacking skills needed for employment.

The primary goal of vocational education is to prepare persons at the secondary and postsecondary level for employment in about 80 percent of America's occupations which require technical skills but not a 4-year college degree. Programs of vocational education conducted by public education agencies with Federal support are one of an array of delivery systems providing occupational training. In fiscal year 1973 these agencies' expenditures totaled $3 billion, of which $482 million was Federal.

Federally assisted vocational education takes place, for the most part, in a variety of public educational institutions, although the law provides for cooperative arrangements with other public or private organizations involved with vocational training.

Secondary programs are carried out in regular high schools, vocational high schools, and area vocational schools.

Postsecondary programs are offered in community and junior colleges, 4 year colleges and branches, and vocational-technical schools, institutes, and centers.

Adult programs, whose participants are not enrolled on a full-time basis, take place in any of the above facilities.

In 1972 we issued a report about vocational education at the secondary school level on the basis of a review of programs in four States.[1] It concluded that all who need vocational education were not receiving it, funds allocated for students with special needs were not properly expended, and evaluation of the program suffered from a lack of management information. This report focuses on selected aspects of secondary and postsecondary vocational education in seven States visited during the 1973–74 school year and discusses some underlying factors that inhibit attainment of objectives.

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[1] "Training America's Labor Force: Potential, Progress, and Problems of Vocational Education," (B-164031(1), Oct. 18, 1972).

FEDERAL INVOLVEMENT

With passage of the Smith-Hughes Act in 1917 (20 U.S.C. 11), the Congress began to encourage the Nation's schools to include preparing students for earning a living as an integral part of their mission. Federal assistance was provided primarily for vocational agriculture and home economics, activities pursued at the time by a large number of the Nation's adults. The George-Barden Act (20 U.S.C. 15i note), which followed three decades later, enlarged the number of occupational categories for training and increased authorization levels.

The turning point for new directions and increased Federal funding for occupational educational arrived with the enactment of the Vocational Education Act (VEA) of 1963 (20 U.S.C. 1241). Vocational education was to be redirected from training in selected occupational categories to preparing all groups of the community for their place in the world of work. Also, vocational education was to become responsive to the urgent needs of persons with special difficulties preventing them from succeeding in a regular vocational program.

The Vocational Education Amendments of 1968 (20 U.S.C. 1241 *et. seq.*) stressed the need for adapting training to the changing needs of the labor market. The amendments mandated specific criteria for distributing funds and requirements for planning and evaluation which each State was to meet to obtain Federal funds. Funds were earmarked to guarantee that certain groups—postsecondary, disadvantaged, and handicapped—would receive opportunities for training.

VEA, as amended, has provided the major thrust of Federal support. Federal funds totaling about $3 billion have been spent for VEA programs in the last decade, beginning with $55 million in fiscal year 1964 and rising to $482 million in fiscal year 1973. During the same period State and local expenditures for vocational education amounted to $12 billion, increasing from $278 million in fiscal year 1964 to $2.5 billion in fiscal year 1973.

PURPOSE OF FEDERAL ASSISTANCE

The legislative history and the act indicate that Federal assistance should serve as a catalyst to induce State education agencies (SEAs) and local education agencies (LEAs) to align priorities, programs, and expenditures more closely to community and individual needs. The Congress has given special emphaiss to increasing opportunities for persons who experience difficulty in regular programs. Provisions for occupational programs authorized under title X of the Educational Amendments of 1972 (Public Law 92–318) reiterated congressional concern that Federal funds act as leverage to bring about comprehensive, coordinated planning and delivery of occupational education.

The Congress declared that VEA's purpose was to insure:

"* * * that persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

Specific groups for whom vocational education is intended under VEA are those: in high school; who have completed or discontinued their formal education, and are preparing to enter the labor market; who have already entered the labor market but need to upgrade their skills or learn new ones; with special educational handicaps; and in postsecondary schools.

Nine specific parts are included in VEA, most directing attention to aspects of vocational education aimed at achieving the act's ultimate objective. Part B, which accounts for 80 percent of total VEA expenditures, authorizes grants to States that they can use to provide vocational education for persons described above. Our review focus[illegible]imarily on State programs supported under part B.

ADMINISTRATION OF VEA

The Office of Education (OE), Department of Health, Education, and Welfare (HEW), is responsible for implementing VEA. Within OE, the Bureau of Occupational and Adult Educators (BOAE) provides the administrative support for VEA-founded programs. A National Advisory Council and State advisory councils on vocational educational act in an oversight capacity and are responsible for evaluating vocational programs and providing assistance in development of vocational education plans.

The Federal formula for annual allotment of VEA funds to States is based on age distribution and per capita income in the State. Age groups specified by the formula as needing vocational education are accorded varying emphasis: 15–19 (50 percent), 20–24 (20 percent), 25–65 (15 percent), 15–65 (15 percent). To be eligible for Federal funds, States must (1) match Federal part B funds on a dollar basis and (2) submit a State plan each year to OE which meets the requirements of the act and HEW's regulations and guidelines. These plans are reviewed primarily at the HEW regional office level, and are approved by the Commissioner of Education.

At the State level, the responsibility for administering vocational education supported under VEA is delegated to one agency, generally the SEA. However, in most States the responsibility for providing vocational education is shared by more than one State agency, because separate agencies administer secondary and postsecondary programs.

At the local level usually separate administrative entities for secondary and postsecondary education develop and conduct vocational education programs. To be eligible for Federal support they must submit an application to the State which satisfies VEA criteria. The level of VEA funding they receive is contingent upon State distribution practices and other State procedures. Some States also provide programs through regional or areawide vocational-technical schools and in some cases operate their own facilities.

CURRENT STATUS

OE statistics for fiscal year 1973 indicate that 7.4 million were enrolled in vocational programs at the secondary level. Assuming secondary students fall between 15–19, the age bracket used by the law for national allocation of VEA funds, 38 percent of the American population in that age group were enrolled. Similarly, 1.3 million were enrolled at the postsecondary level, equivalent to 8 percent of those 20–40 years of age. Enrollment and expenditures were highest at the secondary level as shown below, although the proportion varied among States.

VOCATIONAL EDUCATIONAL ENROLLMENT AND EXPENDITURES BY LEVEL FISCAL YEAR 1973

Level	1973 enrollment		1973 expend tures (millions)			
	Number	Percent of total	Federal	Percent of total Federal	Total	Percent of total
Secondary	7, 353, 962	61	$310	64	$1, 999	66
Postsecondary	1, 349, 731	11	131	27	843	28
Adult	3, 368, 752	28	41	9	192	6
Total	12, 072, 445	100	482	100	3, 034	100

Of the total enrollment, 1.6 million students or 13 percent were disadvantaged and about 228,000 students or 2 percent were handicapped. Of total expenditures for all vocational students, those for the disadvantaged amounted to 10 percent and those for the handicapped to 3 percent. Federal funds represented 36 percent of expenditures for the disadvantaged and 47 percent of those for the handicapped.

Enrollments

The range of course offerings available to students enrolled in vocational education varied considerably depending upon geographic location and type of delivery system. According to OE statistics, organized in eight broad program categories, student enrollment in fiscal year 1973 at each level was apportioned among programs as follows:

PERCENT OF VOCATIONAL ENROLLMENTS, BY PROGRAM AND LEVEL, FISCAL YEAR 1973

Program category	Secondary	Postsecondary	Adult	All levels
Agriculture	8	3	8	8
Distributive (sales)	4	8	10	6
Health	1	14	4	3
Home economics (not for wages)	33	2	19	26
Home economics (gainful)	2	3	3	3
Office	21	28	15	20
Technical	1	15	4	3
Trade and industry	15	25	36	22
Other [1]	14	3	1	9
Total [2]	100	100	100	100

[1] Group guidance remedial and special programs.

[2] Detail may not add up to 100 percent due to rounding.

Expenditures

OE reported total Federal, State, and local vocational education expenditures for fiscal year 1973 in 10 categories. Instructional salaries accounted for 63 percent and other instructional costs, including equipment, for 18 percent. Administration and supervision amounted to 8 percent and construction of area vocational schools amounted to 6 percent. Vocational guidance received 3 percent and teacher education 1 percent. Research, curriculum development, and work-study together counted for about 1 percent.

To describe vocational expenditures under part B, OE used another set of categories, as delineated in the following table. In addition to total expenditures by amount and percent of total, the same information is given for Federal funds and State and local funds.

EXPENDITURES FOR VOCATIONAL EDUCATION, VEA PART B, BY PURPOSE AND SOURCE

Purpose	Fiscal year 1973 expenditures (millions) [1]					
	Federal		State and local		Total	
	Amount	Percent of total	Amount	Percent of total	Amount	Percent of total
Secondary	$127	33	$1,169	52	$1,296	49
Postsecondary	91	24	619	27	710	27
Adult	19	5	123	5	142	5
Disadvantaged	66	17	144	6	210	8
Handicapped	43	11	47	2	90	3
Construction	35	9	160	7	195	7
Ancillary services [2]	(63)	(16)	(143)	(6)	(206)	(8)
Guidance and counseling	(12)	(3)	(73)	(3)	(85)	(3)
Contracted instruction	(1)	(0)	(2)	(0)	(4)	(0)
Total [3]	388	100	2,277	100	2,664	100

[1] Amounts in parentheses also are included, for the most part, in amounts expended by level or target group, but see note 3 below.

[2] Primarily administrative costs but includes research, curriculum development, and teacher training.

[3] Variances between details and totals are attributed by OE to inability of several States to allocate ancillary services by level.

SCOPE OF REVIEW

Our review was made primarily at HEW headquarters, Washington, D.C.; HEW regional offices in Chicago, Dallas, Philadelphia, San Francisco, Seattle; and State and local levels in California, Kentucky, Minnesota, Ohio, Pennsylvania Texas, and Washington. We examined applicable legislation and its history, regulations, OE program policies and directives, State plans, local applications, reports, and other pertinent documents. National calculations are based, in most cases, on OE statistics from the 50 States and the District of Columbia.

We also discussed program activities with education personnel at these various levels and visited ongoing training programs at high schools, community colleges, vocational-technical institutes, manpower skills centers, military installations, and employer sites. In addition, we consulted with representatives of vocational education advisory committees, business, industry, labor, proprietary schools, and Departments of Labor (DOL) and Defense (DOD), to obtain their assessment of vocational education and determine the extent of their participation in planning and evaluation of vocational programs.

We chose the aforementioned States as representatives of various programs and services provided by vocational education; together they accounted for 30 percent of Federal vocational expenditures in fiscal year 1973. Factors taken into consideration for State and local selection were level of vocational funding, types of institutions and program activities, population size and mix, geographic location, and type of economic base. We believe that problems experienced in these States and communities are shared by many, and that the solutions implemented by some may be applicable to others. However, in States and localities where the policies, processes, and practices are not similar to those discussed in this report, our findings and conclusions may not be applicable and therefore should not be interpreted as necessarily being typical of vocational education activities in all locations.

At the conclusion of our review, in addition to obtaining comments from HEW, we met with six of the seven State directors of vocational education (one was unable to attend) to obtain their views on the issues discussed in the report. We also discussed these issues with several members of the National Advisory Council on Vocational Education. All these views were considered in the final report.

CHAPTER 2

WHAT ROLE DOES THE FEDERAL DOLLAR PLAY?

Federal assistance for vocational education is intended as a catalyst to encourage State and local governments to increase their funding, accord high priority to those individuals with special needs, provide programs geared to real and emerging job opportunities, and increase the number of participants in vocational education.

OE statistics show that in the decade since VEA's enactment State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities have been expanded for the disadvantaged and handicapped. OE officials, State directors of vocational education, and the National Advisory Council on Vocational Education told us they attribute this progress in large part to Federal assistance provided under VEA.

Generally, however, OE has not adequately evaluated how Federal funds have been used by SEAs and LEAs. As a consequence, Federal funds in many cases have been used to provide support for existing programs rather than being targeted to achieve necessary changes in direction and scope of vocational programs.

We reviewed the role the Federal dollar has played and found that:

Although in most States the major portion of Federal assistance was directed to the local level, large amounts of Federal funds have been retained at the State level for administrative purposes. State directors of vocational education told us that there was strong leadership at the State level because Federal funds have been available for this purpose and that such leadership would not be possible in many States without Federal funds being available for State administrative salaries.

Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about five dollars for every Federal dollar, in some States the ratio of State and local support to Federal support has declined. State directors of vocational education advised us that economic factors at the State and local level have made it more difficult to maintain their ratio of State and local dollars to Federal dollars.

Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given as high a priority with State and local support as with Federal support.

State vocational officials told us that it is more difficult to acquire State and local funds for particular population groups.

Although participation in vocational programs has grown in the last decade, increased funding has not necessarily resulted in proportionately increased enrollment. State directors of vocational education advised us that some programs are more costly today than they were in the past and that in other instances decisions have been made to use new Federal funds for constructing facilities and improving program quality, which would not necessarily result in increased enrollments.

VEA FUNDS DO NOT NECESSARILY PLAY CATALYTIC ROLE

VEA's stated purpose and particular assurances required by the act indicate that the Congress intended Federal dollars to be used as seed money to stimulate State efforts so that more people would receive occupational preparation to meet national manpower needs. Federal funds then would be available at the local level to extend, develop, and improve vocational opportunities. However, VEA also permits States to use Federal funds to maintain existing vocational programs.

VEA requires State assurance that Federal funds will be used to supplement, and to the extent practical, increase the amount of State and local funds that would be available for vocational programs in the absence of Federal funds. The act also requires State plans to include policies which take into account whether or not projects will increase the State and local contribution.

States are required, particularly in distribution of Federal funds from the State to local level, to direct special attention to the needs of persons whose physical, academic, socioeconomic, or other problems might otherwise prevent them from receiving the benefits of vocational training.

Federal vocational education funds, however, generally have not been distributed for projects identified as most successful in achieving catalytic effect. In many instances Federal funds have been used to maintain existing activities year after year rather than primarily to initiate new program options. State directors of vocational education told us they believe a balance in the use of Federal funds between maintenance of existing programs and development of new programs contributes to greater stability and continuity in vocational education.

In some States, Federal funds have been comingled with State funds, making it very difficult to determine how Federal funds have been used. For instance: One State we visited adopted a resolution providing for the allocation of Federal vocational funds in fiscal year 1974 on a restricted basis, because there was a high potential that Federal funds might be used to supplant State and local funds when Federal funds were comingled and considered as unrestricted local funds.

Large amounts of Federal funds retained at State level

Generally, legislative provisions for Federal education programs limit the amount which can be used by the State for administrative purposes to 5 percent or less. VEA does not stipulate any such limitation. In most States we visited a large amount of part B funds has been retained at the State level for administration and other activities rather than being distributed to LEAs for direct support of vocational programs. Federal part B funds have been used to sustain the bulk of State administrative overhead related to vocational education. For example:

An analysis of one State Department of Education's administrative expenditures for vocational education showed that 92 percent were federally funded under part B in fiscal year 1972. The State director of vocational education told us that the policy was to use Federal dollars rather than State dollars for administrative purposes.

The amount of Federal part B funds budgeted by this State for administration in relation to the total funds available increased steadily to 16 percent in fiscal year 1973 (4.9 million). In addition, other Federal part B funds were retained at the State level for administering vocational education in county offices and for supporting projects initiated at the State level which reportedly were designed to serve statewide and programwide needs in vocational education.

About 22 percent of the total part B allotment in fiscal year 1973 was budgeted to be retained at the State level, an increase of over $2.5 million from that budgeted in fiscal year 1970. These funds generally did not go for the direct provision of vocational programs at the local level, nor were they necessarily allocated to meet specific special needs of a local area.

The State advisory council on vocational education questioned to whom the State's educational leadership was accountable—the Federal government or the people of the State. In 1974 it recommended that the next budget request to the State legislature include funds for administering vocational education, and that the amount of State funds should be increased yearly until State revenues totally supported administrative services. In its fourth Annual Report the State advisory council stated:

"Since 1969, when $800,000 of State support for administration *was removed* from the State Department of Education's annual budget, the Department's vocational educational staff has been funded exclusively by federal Vocational Education Act funds. Unfortunately, this situation (total support by Federal dollars) is true of all but a few positions in the entire State Department of Education." (underscoring supplied)

The Assistant Commissioner for Vocational Education in another State where Federal part B subsidy of the State's administrative expenditures for vocational education increased from 81 percent in fiscal year 1972 to 89 percent in fiscal year 1973, told us that to eliminate repeated requests for State funds and to avoid conflicts with the State legislature, his agency paid the bulk of the State vocational administrative costs with Federal funds because these funds did not entail rigorous managerial review and accountability.

In a third State we visited, 22 percent of the part B funds spent in fiscal year 1973 was used at the State level to support administration and other activities. According to data provided by the State, 77 percent of the part B funds used at the State level was spent for administration. (In fiscal year 1974, 24 percent was budgeted for administration and other activities.) The largest portion of these funds subsidized the operation of a coordinating council which had no direct control over much of the State and local funds for vocational education (see diagram in app. 1).

OE officials told us that existing reporting procedures do not show specifically the amount of Federal funds retained at the State level.

The National Advisory Council on Vocational Education and State directors of vocational education told us that there was strong leadership at the State level because Federal funds have been available for this purpose. They said that such leadership would not be possible in many States without Federal funds being available for State administrative salaries, because of restraints imposed by budget officials and legislatures. We did not assess to what extent particular program activities at the local level resulted from the use of Federal part B funds at the State level.

Proportion of Federal funds expended for administrative type activities has been increasing

Nationwide, the proportion of Federal part B funds spent for administrative-type activities has been growing at a greater rate than the proportionate increase in Federal funding, according to OE statistics. Although total Federal funds available to States have increased each year, the administrative costs charged to grant funds should not necessarily increase in proportion to part B expenditures.

Analysis of expenditures reported to OE by the States for ancillary services shows that the proportion of Federal part B funds used for ancillary services has risen steadily to 16 percent or $63 million in fiscal year 1973. OE estimates that the major portion of the ancillary service charges reported by the States can be attributed to administrative costs. While total Federal part B expenditures increased 46 percent from fiscal year 1970 to fiscal year 1973, Federal part B expenditures for ancillary services increased 124 percent. The comparative increase is shown in the table below.

INCREASE IN USE OF FEDERAL PART B FUNDS FOR ANCILLARY SERVICES RELATIVE TO INCREASE IN TOTAL FEDERAL PART B EXPENDITURES[1]

[In millions of dollars]

Fiscal year	Federal part B total expenditures	Percent increase over prior year	Federal part B expenditures for ancillary services	Percent increase over prior year
1970	$266		$28	
1971	317	19	40	43
1972	370	17	50	25
1973	388	5	63	26

[1] Ancillary services are primarily (85 percent in fiscal year 1973) administration (including supervision and evaluation), but also include teacher training, curriculum development, and research.

One-third of the States in fiscal year 1973 each spent over $1 million of Federal part B funds for ancillary services; only six States restricted this use to 5 percent or less, as shown in the table below.

VEA PART B FUNDS EXPENDED FOR ANCILLARY SERVICES, FISCAL YEAR 1973

Percent of funds	Number of States	Amount of funds (millions)	Number of States
26 or more	6	$3 or more	5
21 to 25	9	$1 to $2.9	12
16 to 20	11	$0.5 to $0.9	13
11 to 15	12	$0.2 to $0.4	14
6 to 10	7	$0.1 or less	7
5 or less	6		

The largest amount of part B funds spent in this manner by any State was $7.3 million, which amounted to about 25 percent of its Federal part B expenditures. At the other end of the spectrum, one State reportedly did not use any Federal funds to administer its vocational program. At least one State, that OE reports had spent only 3 percent of its Federal part B funds for ancillary services in fiscal year 1973, actually spent much more:

Records kept by one State we visited showed that the actual amount of Federal part B funds spent in fiscal year 1973 for administrative costs at the State level was $1.2 million. OE's annual statistical report, on the other hand, shows that Federal part B funds for all ancillary costs, including administration, totaled only about $240,600. According to State figures, 17 percent of its $7 million Federal part B funds were spent for administrative costs; according to OE figures, the amount was 3 percent or less. When questioned about this discrepancy, the responsible State official agreed that the figure reported to OE as the Federal portion of ancillary costs was understated by more than $1 million, but could not account for the error.

Existing OE reporting categories do not show the amount of Federal, State, and local expenditures for such categories as administration, teacher education, curriculum development, or research and demonstration. Instead, OE reports only show total expenditures, making it impossible to identify what proportion of the total expenditure in each category is Federal. Further, OE reports do not show whether these expenditures were made at the State level or at the local level.

Proportion of Federal support for administration has exceeded Federal share of State program

The percent of administrative and related costs charged to part B has far exceeded the proportion of Federal funding in the total State program. Nationwide, Federal funds in fiscal year 1973 represented an average of 16 percent of the States' total vocational program, although this proportion varied widely among States. According to data reported by OE, Federal funds used for administrative and related costs averaged 31 percent of the total of all funds spent by States for these costs. The Federal portion of such costs ranged from zero to 77 percent. Three of the States in the "above 65 percent" category noted below were among the 10 States receiving the largest amount of Federal vocational funding.

Federal Part B Funds as Percent of All Funds Expended for Ancillary Services, FY 1973

Percent:	*Number of States*
65 or above	7
50 to 64	7
40 to 49	7
25 to 39	9
16 to 24	11
15 or below	10

OE officials, pointing out that ancillary services are one of eight purposes for which States can spend Federal part B funds, said that each State determines what portion it will allocate for this purpose. State directors of vocational education told us that such flexibility in the use of Federal funds is important to their operation.

Ratio of State and local support to Federal part B support

Nationwide, State and local dollars directed to vocational education have increased. The national ratio of approximately five State and local dollars for every Federal dollar has been maintained since fiscal year 1970, indicating that State and local governments have recognized the need for expanding vocational education opportunities. To the extent that States are able to sustain such a ratio of State and local support to Federal support, the ultimate objective of the act—providing vocational training for all who need it—stands a better chance of being met.

Some States, however, have found it increasingly difficult to maintain or increase their ratio of State and local support for every Federal dollar. Our analysis of OE statistics showed that in some States the ratio of State and local support under part B has been declining. In fiscal year 1973, one-third of the States (17) spent fewer State and local dollars for every Federal dollar than they did in fiscal year 1970. (See app. II.) In contrast, only one State in fiscal year 1970 had expended fewer State and local dollars for every Federal VEA dollar than it had in fiscal year 1965. From fiscal year 1972 to fiscal year 1973, States with a declining State and local to Federal funding ratio numbered 18. Included were 3 States which ranked among the top 10 States receiving Federal vocational funds. This downward trend may indicate that a plateau has been reached as far as the salutory effect of the Federal dollar in enticing State and local dollars.

Although we did not analyze the reasons for this declining ratio, the National Advisory Council on Vocational Education and State directors of vocational education advised us that economic factors at the State and local level, such as budget constraints and decreased outlays for construction, have made it more difficult for States to maintain their ratio of State and local dollars to Federal dollars.

OE officials said they do not question the State and local funding levels as long as States do not drop below the statutory requirement of one State and local dollar for every Federal dollar. They advised us that they have not interpreted this requirement to mean that every *new* Federal dollar has to be matched with a *new* State or local dollar. Several State directors of vocational education told us that all State and local expenditures for vocational education are not reported to OE because additional moneys are not needed for Federal matching purposes. They suggested that OE statistics, therefore, did not necessarily reflect total State effort. The OE official responsible for data collection, however, said he would discount the claim that all expenditures were not reported to OE.

Persons with special needs have not been given a high priority

VEA requires that particular consideration be given to the vocational education needs of handicapped persons and those with academic, socioeconomic, or other problems that prevent them from succeeding in the regular vocational program (the latter generally are referred to as "disadvantaged"). The 1968 amendments provide that States use at least 15 percent of their annual Federal part B allotment for programs serving the disadvantaged and 10 percent for programs serving the handicapped. We analyzed the amount of expenditures for the disadvantaged and the handicapped in relation to total expenditures for each fiscal year from 1970 through 1973. As shown in the following table, many States have not spent a substantial portion of their part B funds for persons with special needs.

Percent spent	Number of States			
	Fiscal year 1970	Fiscal year 1971	Fiscal year 1972	Fiscal year 1973
Disadvantaged:				
Less than 15	21	15	15	14
15 to 16	12	10	10	12
Total	33	25	25	26
Handicapped:				
Less than 10	31	13	18	14
10 to 11	15	20	14	16
Total	46	33	32	30

Since fiscal year 1970 States have been allowed by legislation (20 U.S.C. 1226), often referred to as the Tydings Amendment, to spend any fiscal year allotment over a 2-year period. As a result, annually about half of the States spend less than, or only about, 15 percent for the disadvantaged, and more than half of the States annually spend less than, or only about, 10 percent for the handicapped. In fiscal year 1973, individual State expenditures under part B for the disadvantaged ranged from 10 percent of the Federal funds to 30 percent and averaged 17 percent. (See app. III.) Expenditures for the handicapped under part B ranged from 8 percent of the Federal funds to 17 percent in fiscal year 1973, with an average of 11 percent. (See app. III A.) Because of the carryover provision, this does not necessarily mean that the States whose expenditures were less than 15 percent for the disadvantaged and 10 percent for the handicapped were not in conformity with the law.

Discussions with OE officials and State directors of vocational education concerning the vacillating level of expenditure for the disadvantaged and handicapped suggested that it was difficult to develop programs which would effectively deal with the problems of the disadvantaged and handicapped. A correlative problem may be that the funds are spread to thin, as discussed in chapter 4, that it might be impossible to initiate vocational services adequate for these special needs.

OE officials told us that because States continue to overmatch overall Federal vocational funds, they have no legal basis for requiring States to match expenditures for the disadvantaged and handicapped. State officials advised us that it is more difficult to acquire State and local funds for particular population groups and that without Federal set-asides for the disadvantaged and handicapped their programs addressing these special needs would be curtailed. Consequently, no State over a 4-year period has supported efforts for the disadvantaged and handicapped to the same extent as its overall part B program.

According to OE statistics, the nationwide average ratio of State and local funding to Federal funding for all part B programs in fiscal year 1973 was $5.93 to $1.00. Yet the ratio for programs serving the disadvantaged was only $2.19 to $1.00 and for the handicapped only $1.10 to $1.00. In fiscal year 1973, 23 States spent fewer State and local dollars for every Federal dollar for the disadvantaged than they had in fiscal year 1970 (see app. II A); for the handicapped the number was 19 States (see app. II B). Some States, over a 3-year period, have spent no State or local funds for the disadvantaged or handicapped but continued to receive Federal assistance for such programs. In other States, State and local funding has been withdrawn as Federal funding has increased. For example:

In a State which has received a large amount of Federal vocational support, the ratio of State and local funds to Federal funds for part B handicapped programs declined from $3.36 in fiscal year 1970 to $.34 in fiscal year 1973. During the same period total Federal vocational support increased from $25 million to $38 million, and Federal support for the handicapped under part B increased from $2.4 million to $3.1 million. In this State handicapped enrollments in vocational education decreased more than 65 percent from fiscal year 1971 to fiscal year 1973, while Federal expenditures increased over 29 percent. In contrast, State and local expenditures dropped 63 percent.

A 1973 study financed by HEW reported that current resources directed to individuals requiring special services were clearly insufficient. According to this study, large unmet needs exist, and inadequacy of resources (dollars, personnel, facilities) was the problem most often cited. Our 1974 review of education programs for the handicapped found that relatively few handicapped individuals were participating in vocational education programs.[3]

Increased funding has not necessarily resulted in increased enrollment

A major purpose of Federal support has been to expand availability of vocational education programs so that an increasing number of persons might receive skill training. OE statistics show that the number of students enrolled has increased 163 percent, from 4.6 million in fiscal year 1964 to 12.1 million in fiscal year 1973.

Increased funding for vocational programs has not necessarily resulted in proportionately increased enrollments. During the period cited above, total Federal vocational expenditures rose 776 percent from $55 million in fiscal year 1964 to $482 million fiscal year 1973—an increase of 532 percent in 1964 dollars. State and local vocational expenditures rose 818 percent from $278 million to $2,551 million—an increase of 562 percent in 1964 dollars.

The relationship between expenditure and enrollment growth has varied among States. In some States enrollment has increased steadily as funding has risen, but in others there has not been a proportionate increase in enrollment. For instance, according to OE statistics:

In one State we visited the Federal expenditure increased 1,188 percent from $2.6 million in fiscal year 1964 to $33.5 million in fiscal year 1973—an increase of 829 percent in 1964 dollars. Enrollment increased 61 percent during this same period from about 441,000 to 711,000.

State directors of vocational education advised us that some programs are more costly today than they were in the past, and that in other instances decisions have been made to use new funds to improve program quality which would not necessarily result in increased enrollments. They also noted that teacher salaries have been increasing and that the price tag is higher for programs serving persons with special needs. OE officials told us that the cost of constructing facilities also increased the cost per student. We did not do a comprehensive analysis to determine the extent to which these factors account for the disparity between funding increases and enrollment growth.

Disadvantaged and handicapped

Provision of vocational education to meet the special needs of the disadvantaged and handicapped has been a VEA priority. The National Advisory Council on Vocational Education, summarizing 1973 State Advisory Council reports, stated:

"While recognizing that more disadvantaged and handicapped students were currently enrolled in vocational programs than at any time in the past, the Councils expressed concern about the still very small percentage of these students being served in terms of the numbers needing vocational education. Of all the problems, this seems to be the one on which least progress had been made in terms of need and potential."

OE statistics show that the proportion of disadvantaged and handicapped enrollment declined relative to total enrollments from fiscal year 1971 to fiscal year 1973. During the same period the Federal portion of expenditures for disadvantaged and handicapped increased relative to total expenditures growth. From fiscal year 1972 to fiscal year 1973 enrollment of the disadvantaged declined in 13 States and of the handicapped in 15 States, despite increased expenditures.

OE officials advised us that these declining enrollments reflected improved procedures for classifying students. (Our 1972 report on vocational education, cited in chapter 1, concluded that regular vocational programs were being classified as disadvantaged programs because students from low-income families were enrolled.) We did not make an analysis to determine whether classification procedures accounted for declining enrollments.

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[3] "Federal Programs for Education of the Handicapped: Issues and Problems," (B-164031(1), Dec. 5, 1974).

OE MONITORING HAS BEEN INADEQUATE

OE officials told us there is little analysis of the way States spend Federal funds, and that OE does not know what the impact of Federal vocational funding actually has been. They said that States have treated Federal funds as another source of general revenue, and have used these funds primarily to maintain existing programs.

A series of studies to assess vocational impact were completed in 1972 under OE contract. The contract monitor in OE's Office of Planning, Budgeting, and Evaluation told us these studies developed some useful information about discrepancies between the act's intent and actual implementation practices. According to BOAE officials, however, this expenditure of almost $1 million for the studies did not yield reports sufficiently reliable for consideration.

We were told that review of State plans, which takes place primarily at the regional level, is addressed to the future and does not assess State performance versus prior plans. OE regional officials told us that this review consists of verifying that State plans contain statements of assurance required by VEA, and that State plans have not been reviewed from the point of view of whether Federal funds are directed toward producing a catalytic effect.

Neither OE nor the States we visited had determined what strategies and types of projects would produce the desired result of maximizing effectiveness of federally assisted programs. State officials told us they had not received guidance from OE pertaining to use of Federal funds to achieve this effect. OE regulations do not specify what portion of Federal funds is to be used for extending, improving, and developing vocational programs and what portion is to be used for maintaining existing activities.

In late 1972 BOAE initiated a program review approach through which it could monitor State vocational activities. Since that time teams of 5 persons—usually from OE headquarters and 2 from the respective regional office—have made week-long visits to 13 States which had extended an invitation. These States together accounted for 30 percent of total Federal vocational spending in fiscal year 1973. OE reports of these visits have made recommendations for improving State programs, but generally have not addressed the role of Federal dollars.

BOAE officials told us that subsequent phases of this monitoring process—particularly technical assistance and followup with respect to State action on OE recommendations—have not been implemented. They said that even the initial visit to States by a team with diversified BOAE representation has been curtailed, primarily because of HEW's regionalization policy which has transferred monitoring functions from the central office to regional offices. They also cited travel restrictions and personnel ceilings as factors limiting BOAE's capability to carry out this responsibility. In early fiscal year 1975 there were 32 people at headquarters and 33 in regional offices assigned to vocational education.

CONCLUSIONS

Although the amount of State and local funding has increased and the numbers of persons receiving vocational education has grown, Federal assistance for vocational education has not fully achieved the catalytic effect envisioned by the Congress. OE has not identified ways in which this effect can be achieved and maximized, and lacking this information cannot provide adequate guidance to States to bring about more effective use of Federal funds. As a result, a large amount of Federal funds has been retained at the State level, and funds available at the local level in many instances have been used for existing activities rather than primarily to support new program initiatives.

OE has not held States accountable for performance against criteria which emphasize the role of Federal funds as change agent, and therefore cannot insure that informed judgments will be made as to where and how funds should be targeted. Without continuous surveillance in this regard, there is little assurance that the leverage of Federal aid will be maximized.

Although OE officials and State directors of vocational education have stressed that maintenance of ongoing programs is an acceptable use of Federal funds, the heavy emphasis which States have placed on maintaining existing programs has been detrimental to developing new initiatives which we believe the Congress also intended.

RECOMMENDATION TO THE SECRETARY OF HEW

The Secretary of HEW should:

Identify and accumulate data about strategies for providing vocational education that are catalytic and offer the greatest payoff and review the use of Federal funds to insure that they serve the catalytic role intended by the Congress.

AGENCY COMMENTS AND GAO EVALUATION

HEW stated that its current procedures give assurance that Federal funds are used as a catalyst, and only partially concurred with the recommendation. (See app. v.)

HEW stated it would develop procedures for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest payoff.

HEW interpreted "greatest payoff" as meaning most cost effective. We believe VEA envisioned greatest payoff in terms of maximizing program impact through expenditure of Federal funds. Specifically, we mean greatest payoff in terms of (1) initiating new programs which would in turn be supported by State and local funds, resulting in increased State support for vocational education, (2) meeting changing national needs for skilled manpower, (3) increasing enrollments in vocational programs, and (4) providing more training options for individuals—particularly persons with special needs.

We believe decisions about vocational programs should be made first on the basis of community and individual needs, and then on the basis of which mix of training resources can best provide that service. Cost becomes a consideration in determining which alternative training approach to use. Although it may be most cost effective to continue offering the same programs year after year, in our opinion that practice does not offer the greatest payoff when it does not address the most urgent individual and community priorities for skilled manpower.

RECOMMENDATIONS TO THE CONGRESS

The Congress, in its deliberations on VEA, should consider:

Setting a limit on the amount of Federal funds that can be retained at the State level, as provided in other Federal education legislation, so that these funds can be made available for direct services to program participants at the local level.

Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process (see chapter 3).

Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of Federal funds that can be used to maintain existing activities.

Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped, if the Congress believes these two groups should receive priority attention in the utilization of Federal funds. Two of these options are:

(a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50-50), thereby insuring State and local involvement in and commitment to these efforts.

(b) Increasing the percentage of the set-asides for the special need categories.

CHAPTER 3

How Is Vocational Education Planned?

Achievement of VEA objectives depends, to a large extent, on systematic, coordinated, and comprehensive planning at national, State, and local levels for the delivery of vocational education. Our review in seven States indicated that the actual planning process could be improved. We noted:

Plans at State and local levels are prepared primarily to comply with Federal requirements, and are not used to provide direction to programs or to measure program impact.

Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis.

Organizational patterns at all levels fragment responsibility for vocational education and result in independent and isolated planning.

Advisory council limitations lessen impact on improvement in the planning of programs to meet current and anticipated manpower needs.

Data that would be helpful in planning is unavailable, inadequate, or unused.

Improved planning would better insure that VEA funds are used in ways which have greatest payoff in maximizing program effectiveness (ch. 2); directed toward comprehensive provision of services with minimum duplication and gaps (ch. 3); distributed to areas of high need (ch. 4); achieving optimal use of training resources (ch. 5); and providing training that relates to job opportunities (ch. 6).

STATE AND LOCAL PLANS REFLECT COMPLIANCE RATHER THAN PLANNING

VEA requires States to prepare a State plan, both long-range and annual, geared to meet the needs of potential students and geographic areas. The act authorized use of part B funds for development of this plan. OE is required to review the State plan, and before approving it, to be satisfied that its provisions will be carried out in actual practice. States, in turn, must make specific assurances that LEA applications for Federal funds have met VEA requirements.

A 1974 National Advisory Council on Vocational Education summary of questionnaire responses from 46 State advisory councils on vocational education reported that the State planning process, by concentrating on meeting the literal requirements of the law, failed to fulfill its spirit. Both National and State Advisory Councils on Vocational Education have taken a position that State plans are prepared only for compliance with OE requirements in order to receive Federal funding. States do not use these plans for operational purposes and they do not measure progress against what is described in the plan.

State representatives said the State plan format and data required by OE do not constitute an effective tool for guiding performance. At least two States had instituted a separate planning system of their own, because they felt the data required by OE provided an inadequate mechanism for achieving comprehensive coordinated planning. LEAs queried about the State plan were unaware of it and had not contributed to its development.

OE officials in 10 regional offices are responsible for actual review of State plans. Regional officials told us they generally look upon their role as one of providing technical assistance and advice to States in developing their programs and assuring themselves that State plans contain all required provisions. They advised us that they place considerable reliance on State officials to develop, monitor, and evaluate their own programs and procedures, and to provide accurate and reliable feedback to OE. State plans seldom have been returned for substantive revision, and no State's funding has ever been withheld or terminated. According to OE regional vocational education officials, staffing limitations have kept them from independently verifying data provided or performing anything more than a superficial review of the provisions in the State plan.

State vocational education administrators told us they relied on LEA officials to determine local needs, establish local priorities, and plan and conduct their own programs. State officials said they performed little verification of the data submitted by LEAs and consequently were unable to insure that VEA objectives were being fulfilled at the local level. We noted that a 1971 report of the National Advisory Council on Vocational Education recommended categorical Federal funding for planning activities, emphasizing that such activities would be neglected at the State level unless supported by the Federal government and would be neglected at the local level unless supported by the State.

SYSTEMATIC ONGOING ASSESSMENT OF NEEDS DOES NOT TAKE PLACE

VEA states that planning for vocational education should adequately consider the relative needs of potential students and the geographic areas to be served so that vocational education can be responsive to those needs. In reality, however, systematic ongoing assessment of national, State, and local needs has not taken place. The American Vocational Association, with 53,000 members—the largest professional organization for vocational educators—called attention to this deficinecy by addressing its number one resolution for 1974 to "needs assessment and comprehensive planning."

OE officials told us OE has had no mechanism by which to identify needs on a national basis and has not attempted to set priorities for vocational education. OE officials said that no policy has existed to develop measurable objectives against which to assess progress and little guidance has been given to States to assist them in doing so. They advised us they have viewed VEA as a program which allows States to spend funds at their discretion, within the broad requirements of the act.

At the State level Federal funds are divided between secondary, postsecondary, and adult programs. The amount for each level generally has been determined by past practices and the particular influence of respective agencies. Relative need of population groups often has not been considered, nor has the relative need of respective communities. The House Committee on Education and Labor has expressed concern that sufficient resources be directed to areas of population concentration. We noted the following:

Nationwide, according to OE statistics, only 51 percent of Federal funds used for vocational education in fiscal year 1973 were directed to metropolitan areas where 69 percent of the nation's population resided in 1970 according to the 1970 Census. In one State we visited only 29 percent of Federal vocational funds were directed to metropolitan areas where 66 percent of the State's population resided.

The chairperson of a State advisory council on vocational education in one State we visited told a congressional committee in July 1974 that:

"Needs assessment is not performed in the State to determine the nature and extent of individual and community requirements for vocational education. State plans are developed around the amount of funds expected to be available, rather than on the basis of relative needs. The failure to assess needs can be attributed to inadequate guidance from OE—particularly the regional office."

State vocational officials told us they rely on local vocational officials to determine local needs and establish local priorities. We observed that the organizational structure of vocational education at the State level often did not lend itself to assisting local communities in assessing their total needs. An array of specialists in traditional program categories (e.g. agriculture) was engaged in fragmented, specialized planning, which did not necessarily result in identification and prioritiation of highest needs.

Local vocational officials informed us that they do not regularly survey their communities to determine the nature and extent of need for vocational education. They said their contacts with the business community were informal and infrequent—usually occuring when a school had to justfiy starting a particular course. An official of the largest employer in one metropolitan area told us that company had never been contacted by the city's schools in planning vocational education programs.

School officials told us that because of student demand for vocational training, they concentrated on providing programs for those who enrolled in vocational education, and did not make special provision to recruit those in other school programs or those who may have left school before acquiring sufficient skills for gainful employment. Community colleges and other postsecondary institutions in the States we visited usually imposed a minimum age requirement which in effect could preclude the dropout from enrolling. Congressional committees have called attention to this lack of attention to the needs of dropouts, which results in a lack of public training opportunities for this age group.

MULTIPLE JURISDICTIONS OPERATE IN VIRTUAL ISOLATION

Because vocational programs may be funded by Federal, State, and local sources, and different agencies may be responsible for administering separate funds, it is critically important that coordinated planning take place to insure comprehensive provision of services and effective use of funds. VEA requires that vocational programs be developed in consultation with representatives of the educational and training resources available to the area to be served. It also provides for cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities.

However, we observed minimal coordination in actuality at national, State, or local levels between organizational entities providing vocational services, and even less cooperative effort. Without such collaboration, there is little opportunity to improve the use of Federal funds or to insure that student and community needs are being met.

National level

Within HEW resoponsibility for administering programs related to occupational training is organizationally fragmented. Although the Education Amendments of 1972 charged the Secretary to "promote and encourage the coordination" of such programs administered within HEW and by other Federal agencies, there is little evidence that this has been achieved or that substantial progress has been made. We were told that HEW has not exercised leadership about cooperative action, and thus each organizational entity has continued to pursue its own effort, forfeiting advantages of joint planning and risking duplication and gaps.

Within OE through the years, vocational education has been characterized by a kind of insulated existence. The National Advisory Council on Vocational Education reported that this has resulted from the "second class" status of vocational education as reflected in traditional attitudes of universities and State agencies. Even congressional action in 1972 to place occupational education on an equal organizational footing with academic education has had limited impact on improving the quality of interacton between programs. For example:

OE's Deputy Commissioner for School Systems told us that OE-supported efforts in elementary and secondary education were not being encouraged to include understanding of and exposure to the world of work. He explained that Bureau of School Systems personnel feared the image of these programs would suffer if they were linked with concepts associated with vocational education.

The Bureau of Postsecondary Education, which administers the State Postsecondary Commissions authorized under thte Education Amendments of 1972 to orchestrate funding for postsecondary education, has not insured that the composition of these commissions will be representative of all postsecondary interests. When OE finally activated these commissions in 1974, it decided not to issue regulations and has relied instead on interpretations by respective governors. We were told by vocational officials that these actions have failed to guarantee reasonable attention to the needs for vocational education.

Skills centers, operated for over a decade in the nation's major cities under the Manpower Development and Training Act (MDTA), 42 U.S.C. 2571–2628, have, according to an OE-contracted evaluation of that program, netted valuable lessons and ideas for improving occupational training—particularly for disadvantaged adults. Such practices have included flexible scheduling ("open-entry," "open-exit"), individualized instruction, and basic communication and computational skills related to occupational training needs. We were told by OE officials and officials of other organizations involved in vocational education that lack of coordinated planning within BOAE has inhibited the use of these approaches to improve the delivery of vocational education.

The National Institute of Education (NIE) also supports projects in vocational education. When the Education Amendments of 1972 transferred the research function to NIE, authority was retained in OE for research and demonstration under VEA. Consequently, there is some overlap in missions, and lack of cooperative planning could result in duplication. For instance, NIE has contracted for studies related to manpower data without consulting with OE and without the knowledge that this area had been designated an OE research priority.

Other major programs geared toward preparing persons for employment—particularly for occupations in health, rehabilitation, community and welfare services—are administered by other agencies in HEW and no mechanism exists by which these programs plan cooperatively with BOAE.

Not only has there been a lack of coordination between related programs in HEW and OE, but there also has been little communication with other Federal agencies providing services related to vocational training. We were told by DOL officials, for instance, that there has been little attempt to synchronize OE vocational programs with DOL manpower efforts. At the regional level neither DOL nor HEW manpower officials reviewed or signed off on State vocational plans.

State level

Separate State agencies or divisions usually administer secondary, postsecondary, and adult education. In the States we visited, the preparation of the State vocational education plan gave little consideration to the overall delivery system for occupational preparation within the State. Instead, the development of the State plan was focused almost exclusively on vocational education activities directly controlled by the agencies administering VEA funds. We were told by school officials that lack of interaction and linkage between secondary and postsecondary jurisdictions was a fundamental obstacle to comprehensive coordinated planning of vocational education programs.

A single State agency, normally the one responsible only for secondary programs, generally prepared the State plan required by OE. This agency served as the conduit for part B funds, and OE transactions tended to be concentrated with that agency. OE had no assurance that coordinated planning actually had taken place in developing the plan, because OE's review of State plans did not include discussion with representatives of agencies other than that agency preparing the State plan.

We were told by some State program administrators that they had not participated in developing the required plan except to provide statistical information, such as number of students enrolled and dollars spent. This was particularly the case among postsecondary administrators. In some instances the objectives for which Federal funds were being used by one State agency were not the same as those listed in the State plan. In other cases little attempt had been made to integrate the separate organizational objectives for secondary, postsecondary, and adult activities to provide overall direction of effort. For example, the State advisory council in one State we visited had said:

"* * * the plan as it is presently written provides a poor foundation for the comprehensive state-wide planning process needed for improving and expanding vocational education as part of the total educational system * * *"

"* * * the 1973–74 * * * State plan * * * does not contain articulated or representative statewide priorities, goals, and objectives."

Division of responsibility for vocational training permitted both secondary and postsecondary sectors to plan and operate independently, with the community college sector usually providing only minimal input to the State plan submitted to OE. A HEW-funded management consultant study in one State reported that the program data used by the secondary and technical schools and community colleges differed significantly, causing considerable difficulty in consolidating information for program planning and evaluation.

We also were told by regional and State officials that the State manpower agency did not assist in preparing the State vocational plan, nor did it review that plan. Neither jurisdiction—vocational education or manpower—elicited comments from the other, although they both were providing training services for clientele in the same labor market area.

A July 1974 memorandum of agreement between DOL and HEW concerning the roles and responsibilities of HEW under the Comprehensive Employment and Training Act (CETA), Public Law 93–230, provided that HEW's regional offices will review and comment on prime sponsor plans. The functional statement delineating agency roles provided for regional level review of State agency plans in light of CETA prime sponsor plans. Questioned in fall 1974 about implications of CETA for vocational education, OE officials told us this relationship required clarification. They pointed out that CETA is administered by a different jurisdiction in HEW, and that limitations on comment time and staffing at the regional level precluded meaningful review of plans.

OE's Deputy Commisioner for Occupational and Adult Education told us that the Office of Management and Budget requires a statewide planing and development clearinghouse in each Governor's office to serve as a coordinating mechanism. Another BOAE official told us that implementation of this coordination effort, provided for under the Intergovernmental Cooperation Act (42 U.S.C. 4201), has varied widely from State to State. He said that requiring this unit's signoff on State plans for vocational education has had an impact in some States. We did not analyze the extent to which coordination among State agencies has been assisted through this device.

The lack of coordination between public agencies is compounded by the minimum consideration given to nonpublic training sources. Although VEA has required that the nonpublic sector be taken into account because it is so heavily involved in occupational training, OE officials told us they have not insisted that States and LEAs consider the ongoing or projected efforts of these sources before funding with VEA funds.

Local level

Comprehensive, coordinated planning, though most essential at the local level, often was absent. Organizational patterns fragmented responsibility for vocational education, resulting in independent and isolated planning. The following illustrate the problem.

School district officials in one city we visited told us that the district maintained little formalized communication with the other 32 school districts and 6 community colleges in that metropolitan area. We were told there was no working mechanism to coordinate vocational programs or use of training resources among these districts.

In one State each community college district planned its own programs, and there was no statewide system to assure that Federal VEA funds would not be used to support over-training.

Such planning in isolation can result in a large number of people being trained for specific jobs for which labor market demand has declined.

We did note that in few instances some attempt had been made to reduce fragmented and isolated planning of vocational education.

In two States some school districts had organized into joint vocational districts to provide a larger range of course options to secondary students by better using their resources.

In one State each community college was required to advise other community colleges and obtain State approval before initiating a new course so that unnecessary program duplication might be avoided.

Although VEA requires that local plans be related to the appropriate comprehensive area manpower plan, in the States we visited there was little evidence that this was taken into consideration in developing or approving local vocational education plans. In fact, the need for coordination was more often recognized by manpower officials than by vocational educators. For instance, the director of a bicounty manpower consortium in one State told us:

"It is pure folly to plan manpower programs without taking other educational systems into account. Both manpower and vocational education programs are rationalized around the same statistics and neither coordinate with each other."

ADVISORY COUNCIL EVALUATIONS ARE LIMITED

An independent system of national and State advisory councils was made part of VEA in 1968 to perform an oversight role. These councils have participated, in varying degrees, in evaluating vocational education programs, but have not served in any primary capacity in planning for the comprehensive provision of vocational education services.

The National Advisory Council has acted in an advocacy role, particularly through publication of a series of reports addressing improvements needed in administration and delivery of vocational education. According to the executive director, the Council has experienced only limited success in convincing OE to take action on its recommendations.

State advisory councils, financed at about $3 million annually, were to be comprised of persons representative of or familiar with needs for vocational education. OE statistics show that not all State councils have been fully representative. Generally educators have predominated. In 1974 labor and management representatives accounted for 16 percent of the membership and the general public for 19 percent. Students, who in the same year made up less than than 2 percent, were included in membership in only 14 States and the District of Columbia.

In the States we visited, State councils were aware of, and had reported on, many significant problems in vocational education. However, most were not satisfied with the degree of attention State agencies were giving to solution of these problems. OE's Deputy Commissioner for Occupational and Adult Education, when he addressed a national gathering of State council representatives in 1972, characterized their evaluations as "imprecise, unscientific, invalid, and lacking a necessary amount of rigor."

Although State councils are responsible under VEA for advising on development and administration of the State plan, in most States they had not been integrated into the planning process. Rather, their role has been limited to reviewing the plan after it had been developed by the State agency responsible. The National Advisory Council's summary of 1974 questionnaire responses from State councils indicated that these Councils believe they should be involved earlier and more significantly in the planning process.

Local advisory committees

Local communities have been encouraged to make use of advisory committees in planning vocational education programs, but neither OE nor State agencies have provided the necessary guidance to LEAs regarding the appropriate role and function for advisory committees.

We were told by an OE official that local advisory committees are established as a result of State law, school district policy, individual school action, or initiative on the part of teachers. In the communities we visited, the degree of involvement and the effectiveness of advisory groups varied greatly, as summarized below.

Appointment to advisory committees generally was based on individual teacher invitation, and membership did not necessarily reflect a balance of employers. Committee functions depended primarily upon the role of the committee perceived by the educational agency or instructor. Committee meetings, usually infrequent, resulted most often from teacher initiative. Each committee primarily acted in an advisory capacity to only one program or subject area in a particular school. Frequently schools offering the same courses each had their own advisory committee, and they were not necessarily in communication.

Generally there was no overall local advisory committee to reconcile conflicting or competing interests between program areas and educational levels. For instance:

In one State we visited the legislative analyst had reported that many district advisory committees were merely paper committees that rarely met to advise school districts on vocational programs. The report concluded that "A larger planning base * * * would be more economical and bring together greater planning resources while still allowing for 'local' influence in plan development."

Because of committee inadequacies, employer needs have not necessarily received consideration in decisionmaking about vocational education. Too heavy a reliance on inadequately organized and functioning committees to furnish information about manpower requirements has in some instances resulted in LEAs continuing to provide programs for which there was insufficient community need. For example:

We were told that a community college operated a photography program that had not placed a graduate in a full-time position for 2 years. Members of the local advisory committee advised us that they were unaware of any job opportunities in the community for graduates of this course, yet they had not recommended to the college that the program be reduced or terminated. The chairman of the college's graphic arts division, in which the photography program was located, told us the program should be ongoing because it was the best photography program available in a multi-State area.

We did observe an instance in which an effective method had been developed to obtain, enhance, and coordinate the work of advisory committees.

In one city over 300 persons representing business and labor served as members of advisory committees to 27 different course areas which enrolled about 2,900 students in one of the school district's high school facilities. To marshall support of the city's employers, the school district had contracted with the Chamber of Commerce. The person enlisted by the Chamber, a management specialist from a major company with contacts throughout the business community, acted as liaison between the committees and the school district.

The committee coordinator told us that most committees met at least once a month, some were more frequently. He said they participated in job market analysis, helped formulate curriculum, identified sources of equipment and supplies, developed work experience opportunities for students, and assisted in placement of graduates. He noted that the other 22 high schools in the district did not have such advisory committees.

DATA FOR EVALUATION IS INADEQUATE OR UNUSED

In addition to the evaluation responsibilities assigned to National and State advisory councils on vocational education, VEA funds are available to SEAs and LEAs for periodic evaluation of their own programs.

An OE official told us that ideally the evaluation process for vocational education should provide data needed for planning, showing how resources should be distributed, what type of training should be offered, and which training strategies should be used. He advised us that evaluation data should indicate whether programs are helping reach the desired goals and objectives, that otherwise agencies have no means of measuring their progress.

OE regional officials told us there was little or no evaluation of State programs as they actually operated and that OE therefore had little assurance that policies and procedures delineated in OE-approved State plans were carried out.

The States we visited had some form of State evaluation of vocational programs, but it generally was not systematic. For example: Officials in one State advised us that the total vocational program was reviewed in only 5 or 6 of the 227 districts offering programs in fiscal year 1973. Some other evaluations were made, but we were told these were limited to specific areas, e.g. agriculture or home economics, rather than an assessment of the entire district program. Officials said they reviewed special programs if there were suspected problems or if they happened to be traveling in the vicinity.

Inadequate data

The Congress has observed repeatedly that information about vocational education is inadequate for the purpose of formulating public policy and ascertaining whether current programs are working effectively. In our 1972 report on vocational education, we described problems associated with incomplete and inaccurate data and recommended steps for HEW to take to improve management information systems. Yet, many of these problems still persist.

States administering programs authorized under VEA generally gather only that quantitative information required by OE-statewide expenditures and numbers of persons enrolled by level (secondary, postsecondary, adult) and instructional category (agriculture, health, etc.). Data collected to satisfy OE requirements do not contain information on extent and type of need for vocational education on the part of individuals served or potential participants, nature and level of actual instructional programs, costs of specific programs, or results of programs in any terms other than initial placement. For instance, OE has no system, such as one using sampling technique, for determining the extent to which State and local efforts actually had impacted on the handicapped, the disadvantaged, or those in economically depressed areas.

Although State directors of vocational education have sought OE leadership with regard to developing information necessary for planning and evaluating vocational education, OE has done little to focus or coordinate efforts of individual States or agencies. As a result, duplication of effort has occurred and comparability of data still is lacking. Costly independent systems have been planned and developed. For example:

In one State we visited, the SEA had developed a management information system solely for collecting and reporting data concerning vocational education. In operation since 1970, this system provided all participating institutions with information relating their performance to basic objectives, such as growth in enrollment and curriculum offerings, increased job placement, and reduced cost. Reportedly, the annual operating cost is about $.5 million. A State official indicated that this system could be used as a basic model by other States.

Underused data

Not only is there an absence or inadequacy of data, but there is a problem of not using the data that is available. We observed that even when data had been collected and compiled, it generally was not used at the national, regional, State, or local level for evaluating or improving vocational programs. For example:

Annual statistical reports submitted by States to OE demonstrate wide variances between such ratios as enrollment to expenditure, enrollment to completion, and completion to placement in the field for which trained. Yet OE has taken little action to analyze these situations to find out whether some corrective actions might be necessary.

Several State plans we reviewed contained provisions for training persons in occupational categories which, according to manpower projections in the State plan, did not show sufficient job openings. OE regional officials told us that oversupply in some areas and undersupply in others was not sufficient to question a State plan.

One State we visited had instituted a questionnaire followup system which obtained feedback at a high response rate from graduates of postsecondary vocational programs and their employers. The follow-up process was contracted to a university, but local and State vocational officials did not use this information to improve their programs. Our perusal of student responses suggested that data was pertinent to provisions in the State plan, because it related to particular occupational categories for which overtraining was apparent.

CONCLUSION

Planning of vocational programs should be improved at national, State, and local level. Greater attention to systematic, coordinated, and comprehensive planning would improve the use of Federal funds and better insure that vocational education is provided in a manner that best serves student and community needs.

RECOMMENDATIONS TO THE SECRETARY OF HEW

The Secretary of HEW should:

Develop with States and improved approach to planning which will better meet State needs as well as provide information necessary to monitor and evaluate adequately Federal program expenditures.

Expand management evaluations of State and local vocational education programs supported by Federal funds.

Expand efforts to enforce the requirement that all LEAs and SEAs, in planning vocational programs, identify the needs of public and private business, industry, labor, and students and that those needs be considered the primary basis for decisionmaking about provision of vocational services supported by VEA.

Expand efforts to have SEAs and LEAs establish working partnerships among all institutions providing occupational training at all levels—secondary, postsecondary, adult.

Increase efforts in the development of vocational information systems that will provide data for comparative analysis, and continuously review use of that data to improve vocational programs.

Clarify the roles of various organizational entities within HEW involved in occupational training and implement some mechanism by which these jurisdictions can engage in coordinated, comprehensive planning.

AGENCY COMMENTS AND GAO EVALUATION

HEW concurred with our recommendations and stated it had taken or planned to take the following actions to implement them. (See app. V.) HEW will:

Propose legislation which emphasizes the continued need for improved long-range planning.

Attempt to expand its management evaluation at State and local levels. HEW emphasized, however, that the law places responsibility for evaluation on the National Advisory Council on Vocational Education, the State Advisory Councils, and State Boards of Vocational Education. Although we recognize that these groups do have mandated evaluation roles, the law also places responsibility on the Commissioner of Education as the administering authority. We believe that OE needs to conduct management evaluations periodically at State and local levels to assess the effectiveness of States' evaluation processes and to insure that programs are implemented in accordance with the law's intent. It is our opinion that technical assistance visits by regional office representatives to States at State invitation cannot sufficiently discharge this responsibility. Such visits may be helpful in assisting States to carry out recommendations resulting from management evaluations. But we believe OE headquarters personnel need to be conversant with problems and progress in all

States so that they can fulfill their planning and policy responsibilities. Conversely, national perspective best can be brought to bear on State programs through persons who have direct familiarity with the broader scene. Both headquarters and regional personnel, therefore, should be members of management evaluation teams.

Assist States, through regularly scheduled meetings and workshops, to strengthen and improve comprehensive State and local planning.

Encourage SEAs to assist LEAs in developing working partnerships among local institutions which provide occupational training.

Provide leadership for improved reporting through its annual training sessions for regional and State personnel responsible for reporting. It also will address, through a research priority area entitled "Administration of Vocational Education at the State Level," the development of vocational information systems that will provide data susceptible of comparative analysis. While these efforts should result in better information systems, we believe HEW should take steps to insure that data already available actually will be used to improve vocational programs.

Institute an intradepartmental coordinating council on occupational education, presided over by the Assistant Secretary for Education, which will meet monthly to discuss mutual interests.

RECOMMENDATION TO THE CONGRESS

In its deliberations about VEA, the Congress should consider:

Requiring the Secretaries of HEW and DOL to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and CETA to insure that education and manpower efforts will be synchronized for students at all levels—secondary, postsecondary, adult.

CHAPTER 4

HOW ARE FEDERAL VOCATIONAL EDUCATIONAL FUNDS DISTRIBUTED?

Although Federal vocational education funds are not distributed to States on the basis of identified need, VEA requires that States adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective Stages.

States have received inadequate guidance from OE on the policies and procedures to follow in allocating funds to LEAs to maximize program effectiveness. As a result, Federal funds have been distributed by the States in a variety of ways, many of which do not necessarily result in the funds being targeted to areas of highest need or to areas maximizing program impact. Some major practices noted were:

Making funds available to all LEAs within the State, rather than concentrating funds in selected LEAs with high needs.

Making funds available to LEAs without adequately identifying the relative need in the LEA for the program.

Making funds available without considering ability of LEAs to provide their own resources.

VEA SPECIFIES CRITERIA FOR DISTRIBUTION OF PART B FUNDS

The Congress provided in VEA that any State wanting to receive Federal funds must describe in detail in its State plan the policies and procedures by which the State will distribute funds among LEAs. To insure that Federal money would go to areas of high need, the Congress required that States give due consideration to four basic criteria when considering the relative needs of LEAs for Federal vocational education funds. OE's regulations reiterate those criteria, as follows:

1. Manpower and job opportunities

Current manpower needs and job opportunities.

Projected manpower needs and job opportunities.

New and emerging manpower needs and job opportunities at local, State, and national levels.

2. Differences in vocational education needs

Persons in high school.

Persons who have completed or left high school and who are available for study in preparation for entering the labor market.

Persons who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment.

Disadvantged persons.

Handicapped persons.

Additional financial burdens of LEAS caused by the necessity of providing students with special education programs and services.

3. Relative ability to provide resources

Wealth of areas of communities served by LEAs within the State in relation to number of students each is educating.

Per capita income of areas served by LEAs within the State.

Areas designated as economically depressed or high unemployment shall be given priority.

4. Relative costs of programs, services, and activities

Differences in cost to LEAs of materials and services due to variations in price and wage levels or other economic conditions existing in areas served.

Differences in excess costs to LEAs due to need for supplying special services not usually part of cost of education provided by other LEAs in the State.

STATE DISTRIBUTION PRACTICES

OE regulations state that no funds made available to States shall be allocated to LEAs by any method or practice which fails to take into consideration the four basic criteria. However, there is no guidance with respect to the relative importance of these criteria. For instance, there is no indication that consideration of manpower needs and job opportunities might be more critical than consideration of the other criteria. The regulations merely provide that the State plans include a description of how the States weigh these criteria in distrubuting part B funds.

OE regional officials said they received little guidance or direction from headquarters, and that OE guidance has not been specifically directed to assist States in developing methods and procedures for distributing resources to meet State needs; instead, OE has tended took look upon this area as a State responsibility. We were told that OE assistance to States generally had been limited to helping States develop State plans to comply with statutory requirements.

Although charged with the responsibility, regional officials generally do not perform a detailed review of the State's program and procedures to insure that they reflect the intent of VEA. Reports of State advisory councils on vocational education also have generally not evaluated the fund distribution practices.

In the absence of specific guidance from OE on policies and procedures to follow in allocating part B funds for maximizing program effectiveness, States have established their own criteria and methods for distributing funds. Each of the seven State plans we reviewed included assurances that Federal part B funds would be distributed in accordance with the four basic criteria. However, these States varied considerably in their interpretation of the criteria and the relative weight assigned.

After allocating an amount for retention at the State level—primarily for administrative costs, as described in chapter 2—Federal part B funds generally were made available by the State to LEAs through one of several methods. Distribution methods ran the gamut from complicated mathematical formulas and weighted procedures to competitive project selection and administrative discretion.

For the most part, the distribution process provided little assurance that Federal funds were targeted to areas of higher need or to areas maximizing program impact. In some instances only one of the four VEA criteria was considered in the actual distribution of funds. Generally, inadequate or no consideration was given to manpower needs and job opportunities. Discussed below are some of the practices followed in the distribution of specific funds.

Funds are distributed to all LEAs rather than concentrating funds in selected LEA's with high needs

VEA requires that, in distributing funds, due consideration be given to relative needs in geographic areas of the State. In all States we visited, however, a large portion of part B funds was distributed widely among LEAs rather than concentrating funds in selected LEAs with high need. This has resulted in funds being spread so thin that there was little funding available to have an impact or in some cases even to initiate any activity. In addition, insufficient priority has been given to LEAs with high needs. Some examples follow.

In one State we were told by the State director of vocational education that the system for distributing funds to all LEAs sometimes resulted in LEAs not having enough handicapped and disadvantaged money to support special programs and therefore the districts returned their set-aside funds. From fiscal year 1971 through fiscal year 1973, $558,000 in set-aside funds were returned. Nineteen percent of the secondary school districts in this State released and returned their handicapped funds in fiscal year 1973—an increase over the previous year. The average amount returned was $770.

In another State we visited some school district officials had considered the Federal funds they were allocated insignificant and found it difficult to augment the Federal moneys with sufficient local funds to conduct meaningful or comprehensive programs. Acting to remedy the situation, some school districts organized into area planning units so that the area units could receive the combined funding for the participating districts.

In a third State, LEAs received Federal funds through a formula which reimbursed them for certain expenditures, and each LEA's reimbursement was based on the priority assigned to that LEA. The difference in reimbursement rate between the LEAs assigned a high priority and those assigned a low priority was small in most reimbursement categories. State officials explained that it was their practice to maintain the level of funding of LEAs before the Vocational Education Amendments of 1968, and that there was not enough Federal money to permit a greater difference between reimbursement rates. In fiscal year 1972, 618 of the State's 620 school districts received part B funds.

In another State reimbursement rates for specific expenditures varied little and did not appear to be closely related to school district relative need. In the county we visited the reimbursement rate for equipment purchases and adult programs was uniform for almost all districts, even though the assessed valuation for each student in average daily attendance varied widely between districts. The wealthiest district in the county, with an assessed valuation of $14,037 for each student, and the poorest district, with an assessed valuation of $4,338 for each student, both were reimbursed at the same rate.

State directors of vocational education told us that they viewed the legislation in its broadest sense—providing vocational training in all communities. They said they believed VEA intended that Federal funds be widely distributed throughout the State, rather than concentrated to meet needs in particular areas.

Distributing funds on the basis of student enrollment

Some of the States we visited allocated all or part of their Federal part B funds solely on the basis of student enrollment. For example:

One State distributed 100 percent of its part B funds in fiscal year 1973 for regular postsecondary programs on the basis of enrollment. The four criteria mandated in VEA were not specifically taken into account. We were told by the vocational education program director for the State community colleges that the criteria established in the Vocational Education Amendments of 1968 had not altered the allocation process.

In another State where the formula for allocating part B funds both to LEAs and community colleges was based primarily on the district's total enrollment, every district was entitled to Federal funds. A State community college administrator told us the factor of program growth was not in the formula, and that as a result, those districts increasing their academic enrollments would be allocated more vocational funds even though they may have had limited vocational program growth.

Program reviews conducted by OE headquarters and regional officials in 1973 and 1974 indicated that this State's allocation system based primarily on student enrollment did not provide adequate incentive for LEAs to improve and expand vocational programs. A regional OE administrator told us that the formula in this State did not reflect VEA's catalytic intent, and the State director of vocational education said the State had no assurance that LEAs were using funds for this purpose. Regional and State officials said districts were using funds as basic support for their existing vocational programs.

Funds are distributed to LEAs without adequately identifying relative needs among LEAs

Contrary to VEA criteria, distribution of part B funds in the States we visited in most instances was not based on the identified needs of one district in relation to the needs of other districts for specific vocational education programs. For example:

Under the formula used by one State for allocating regular part B funds to secondary schools, heaviest emphasis was placed on types of vocational staffing in a district with little emphasis on need. Regardless of the district's particular need, less than 30 percent of its potential allocation was based on this factor.

In fact, all districts were considered equal. Consequently, secondary school districts with high needs could receive less Federal funds than districts with low needs which had placed heavy emphasis on staffing.

Distributing disadvantaged and handicapped funds without identifying need

VEA and OE regulations require that States, in distributing part B funds, give consideration to the relative vocational education needs of all population groups within the State, particularly disadvantaged and handicapped persons. However, most States we visited had not adequately identified and considered the relative need for special services for disadvantaged and handicapped students.

In one State the distribution system, based primarily on LEA enrollment, gave no consideration to characteristics of the population in a school district or to a district's need for disadvantaged and handicapped programs relative to the need in other school districts. Instead, each LEA was directed to spend 15 percent of its total part B entitlement for disadvantaged and 10 percent for handicapped. Consequently, a district considered wealthy was entitled to disadvantaged and handicapped funds even though the need for these funds, according to a responsible State education official, was not as great as the needs in other less wealthy communities.

In a 1973 program review of the State, OE regional officials expressed concern about allocation of handicapped and disadvantaged funds on the basis of such an entitlement system and suggested to the State that allocation on a project basis would better use those funds in providing special services. At the time of our review, however, the State still had taken no action to alter its basis for distribution of these funds.

In another State the distribution formula for disadvantaged and handicapped moneys specified in the State plan was not being followed. Funds were distributed to area planning units on the basis of the merit of individual project applications even though the State plan said moneys would be distributed according to relative need. A specific area planning unit's needs in relation to the needs of other planning units throughout the State were not determined. Consequently, the State had no assurance that part B funds for the disadvantaged and handicapped were concentrated in LEAs with highest needs.

In a third State, the State plan considered handicapped persons equally distributed among the population, although an official of OE's Bureau of Education for the Handicapped said that such an assumption is invalid. No specific consideration was given, therefore, to the number of handicapped in a district in the mathematical formula used for allocating Federal funds.

Distributing funds to existing projects without regard to areas with no projects

Some States have distributed part B funds on the basis of approved existing vocational education projects, thereby bypassing those LEAs which needed Federal vocational education funds but had no approved projects. For example:

In one State we visited, the formula used for distributing funds to secondary schools awarded points to those districts with vocational programs for handicapped and disadvantaged persons but did not consider districts without such programs. In distributing regular part B funds for secondary programs this State also assigned the greatest weight to existing programs and services.

In another State, many LEAs did not have enough State-approved vocational programs to claim funds to which they were entitled under the distribution formula in the State plan. Therefore, the actual expenditure of Federal part B funds in these LEAs differed significantly from the formula allocation. For example, an eight-county rural area located in the poorest region in the State, in terms of both per capita income and taxable wealth for each student, actually received substantially less part B funds than it was entitled to receive under the distribution formula. At the same time, many LEAs located in more affluent areas of the State received more Federal part B funds for their vocational education programs than they were entitled to. State officials told us that making successful application for funding depends to a large extent on local initiative, but that the State was attempting to provide technical assistance.

Funds are distributed without considering relative ability of LEAs to provide their own resources

VEA requires that States, in distributing Federal funds, give due consideration to the relative ability of LEAs to provide the resources necessary to meet their vocational education needs. Consideration of this criteria is very important if LEAs with the greatest financial needs are to be identified and Federal funds distributed accordingly.

In one State we visited, the relative ability of LEAs to provide resources was not a factor considered in the formula for distribution of Federal funds. Several States did not adequately consider this criteria. For example:

One State used several questionable factors, such as "market valuation per school enrollee" and "effective buying income per household" to measure the relative ability to provide resources. "Market valuation per school enrollee," however, did not recognize variances in property assessments between counties within the State, and "effective buying income per household" was based on countywide statistics, resulting in two or more LEAs within the same county receiving equal consideration even though the effective buying income per household might be significantly different. The factor for economically depressed areas applied equally to LEAs located within the Appalachian area, but it did not apply to those located outside this area. Thus, a relatively wealthy school district located in the Appalachian area received more favorable consideration than did a school district located in an economically depressed area outside of Appalachia.

In a second State, the ratio of the amount of State funds allotted to an LEA to total State funds allotted to all LEAs was used as the measure of relative ability of LEAs to provide resources. This ratio did not fully recognize large differences in taxable wealth among LEAs throughout the State, which ranged from a high of about $104,000 for each student to a low of about $9,000 for each student. Distribution of Federal funds on such a basis did not insure that the greater need of proper districts would be taken into account.

A third State merged most of its Federal vocational funds with its basic State aid formula, which has been the subject of several court suits because of the alleged discriminatory effect on minorities, the poor, and low-wealth school districts. One factor used in distribution of State funds to secondary schools was assessed property valuations, determined by using market values of property. We were told that market values were not uniformly derived, and that assessed valuations were based on nonuniform percentages and nonuniform tax rates.

Distributing funds or reimbursement basis presents difficulties for LEAs with scarce cash resources

Most States we reviewed followed the practice of distributing Federal funds by reimbursing LEAs for vocational education costs already incurred. OE said this was general practice nationwide, although some other Federal education programs were operated on a current-funding basis. Reimbursement practices could preclude LEAs with scarce cash resources from participation. For example: In one State we visited, LEAs were not reimbursed for certain vocational education expenses until several months after the close of the school year. Therefore, LEAs had to provide their own funds to pay for vocational education program costs as they were inclurred. School officials in that State said this reimbursement policy caused cash-flow problems and required districts to borrow funds to operate programs.

OE said the delayed reimbursement practice by State may have (1) discouraged some LEAs with scarce cash resources from providing vocational education programs, (2) limited offerings to less expensive courses, or (3) restricted the number of participants. OE officials in finance management indicated that their efforts to assist selected States in making their finance systems more responsive to local needs has met with mixed results.

State directors complained that part of their problem in getting funds to LEAs was caused by late appropriations and OE delays in providing allocation information. OE officials advised us, however, that lack of specificity about Federal funds in any fiscal year should not constitute a real problem for States because (1) the level of Federal appropriations for vocational education has never decreased (2) under continuing resolutions State can spend at the same level as the previous fiscal year, (3) States can use their unexpended funds from the previous fiscal year, and (4) States can spend State and local matching funds first.

CONCLUSIONS

Procedures by which States have distributed Federal part B funds could be improved to better insure that these funds actually are targeted to areas of highest need. Adequate consideration has not been given to the law's criteria for fund distribution. Funds have not necessarily been allocated on the basis of manpower needs and job opportunities, differences in vocational education needs, relative ability to provide resources, or relative costs of programs (see ch. 5), but generally have been made available to all LEAs.

OE has not provided States adequate guidance concerning procedures for distributing funds, nor has OE routinely monitored State distribution practices. OE has tended to accept statements of assurance in State plans that States will distribute funds according to VEA's criteria. As a result, OE has little or no assurance that funds provided to States actually are targeted to areas of highest need or to areas maximizing program impact.

RECOMMENDATIONS TO THE SECRETARY OF HEW

The Secretary of HEW should:

Analyze actual State practices in distribution of Federal funds to determine consistency with the law's criteria.

Improve technical assistance to States to help them in identifying, developing, and applying appropriate data which will adequately consider each criteria in the law.

Perform follow-up reviews to insure that States improve their distribution procedures so that Federal funds can be better targeted to meet needs defined in the law.

AGENCY COMMENTS AND GAO EVALUATION

HEW generally concurred with our recommendations and stated it had taken or planned to take actions to implement them. (See app. V). HEW will:

Establish procedures for coordinating OE regional officiers' review of fund distribution practices with the HEW Audit Agency to determine the States' effectiveness in actually meeting the varying needs of LEAs. Although HEW stated that the procedures described in State Plans currently are reviewed to insure that Federal funds are to be distributed in accordance with the criteria in the law, our report demonstrates that the present review does not adequately address this area.

Expand the guidance provided to the States to help them better identify, develop, and apply data pertinent to each of the law's criteria governing distribution of funds, and, if staff resources permit, work with the regional offices to enhance their capability to assist States.

Direct regional offices to provide technical assistance and perform followup reviews in the States to assist them in improving their distribution procedures.

CHAPTER 5

How Are Training Resources Used?

To effectively respond to the steadily increasing need for vocational training, maximum consideration must be given to the use of all available training resources in the community. Although we observed several instances in which local officials had expanded the range of vocational offerings by using a variety of community-based facilities, in the States we visited vocational education authorities often had not made full use of existing resources. Frequently they had not explored possibilities of using either other public school facilities, federally funded manpower skills centers, military institutions, proprietary schools, or employer sites to expand or strengthen vocational program offerings. Several factors accounted for underuse of nonuse:

In planning programs school officials frequently have considered only those facilities under their own control.

Training resources have not been inventoried to determine what was available.

Costs of training have not been adequately determined so that the most cost-effective delivery system could be adopted.

Delivery of training has been restricted to traditional course, time, and facility usage patterns.

Construction of new school facilities has been favored.

Transportation has not been provided as a means of linking students with training available in a variety of facilities.

Equipment and supplies often have not been acquired from government sources or solicited from private sources.

Improved use of available training resources would contribute to assuring that:

The Nation's need for skilled manpower would be met.

More persons who need training would be able to participate.

More types of training options would be available.

Duplication and gaps in the types of training offered would be avoided.

Training would not be more costly than it should be.

VEA SUPPORTS MAXIMUM USE OF TRAINING RESOURCES IN THE COMMUNITY

The Congress, in enacting VEA, recognized the need for expanding vocational education capability. In view of existing Federal budget constraints, achievement of the goal—ready access to appropriate vocational training or retraining for persons of all ages in all communities—requires that adequate consideration and use be made of the many training resources (facilities, equipment, personnel) already in place throughout the Nation. The act specifically provides for:

"* * * cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities, such as institutions of higher education, and model city, business, labor, and community action organizations."

"* * * arrangements with private vocational training institutions where such private institutions can make a significant contribution to attaining the objectives of the State plan, and can provide substantial equivalent training at a lesser cost, or can provide equipment or services not available in public institutions * * *"

In recent years, competition for available funds—and the unlikelihood of significantly additional funding—have made all the more imperative full-scale cooperative efforts on the part of those charged with training. VEA stipulates that applications for Federal funds from LEAs are to be "* * * developed in consultation with representatives of the educational and training resources available to the area to be served * * *". States are required to follow policies and procedures to insure that LEA applications do, in fact, reflect implementation of these provisions.

FACTORS LIMITING USE OF EXISTING RESOURCES

Despite the fact that State plans are to include a statement assuring that LEA applications for Federal funds take into account the range of training resources available in their respective communities, neither OE nor the States had verified the extent of actual involvement of sources outside the respective public school systems. Further, the States we visited had not provided LEAs with the necessary criteria for improving vocational training opportunities through greater use of resources controlled by others. There was no assurance that programs described in LEA applications would result in the most cost-effective training.

Frequently no consideration had been given at the State or local level to shared use of public training facilities—secondary schools, community colleges, vocational-technical schools—or to cooperative arrangements with other agencies, organizations, and institutions despite numerous indications that more vocational programs could have been offered and that vocational education could have been delivered more economically and efficiently through better use. We were told repeatedly that no procedures had been established to develop relationships with other entities offering vocational training, either governmental or private, to address joint use.

Following the illustrations of some problems and attitudes prevalent in the vocational education field which have limited the use of existing facilities. Several examples we observed suggest that collaboration is not only desirable but also achievable.

Schools only consider their own facilities

Only marginal interaction was apparent among schools and between schools and other training resources in most of the communities we visited. Generally, in planning program offerings public schools did not consider training resources which were not under their direct control. In most instances, consideration was only given to the facilities within a single school—whether it was secondary or postsecondary.

Some States approved local applications without verifying the nature and level of collaborative action cited by LEAs. In some cases we observed that the State did not actually require any statement from the LEA which showed that representatives from other educational or training resources in the area had been consulted or that any collaborative effort had been made. As a result, there was no assurance that the most beneficial utilization pattern would be implemented, and vocational funds were used to duplicate programs and activities already underway under the auspices of other training entities, instead of helping to fill gaps in needed program offerings.

Secondary schools

Vocational opportunities in secondary schools generally have been limited to traditional program offerings, such a typing, home economics, agriculture, and retail sales. However, we observed that several educational authorities had taken steps to enlarge the scope of secondary programs.

Two States we visited had established secondary vocational centers by pooling their resources to offer a broader range of vocational courses. In one another state we were told centers were available in 25 of the State's 58 State we were told 47 centers served half the State's 436 school districts. In joint vocational districts.

A metropolitan area in a fourth State decided to make better use of *existing* training facilities. The city and county, using transportation and agreements between school districts, community college districts, employers, and military installations, provided vocational opportunities to high school students for training in occupational fields at whichever facility was best suited to that training.

Community colleges

A goal of community colleges is to serve the needs of the community in which they are located. Yet, in most States there generally exists no mechanism or incentive for community colleges to engage in cooperative arrangements with other education institutions in their service area. Even in areas with several community colleges, each college tends to operate autonomously without regard to advantages which might accrue to students, community, or college through collaboration. At several community colleges we visited, officials said that facilities were not fully used and that there were opportunities for increased vocational training. In some cases, existing facilities could have been used to a much greater degree during the regular school day.

A spokesman for the American Association of Community and Junior Colleges said the Association had encouraged community colleges to make their facilities available—particularly in the afternoon when there was little activity and expensive labs and equipment were standing idle—but we were told examples of such sharing were exceptions. The one such example we observed is described below.

One State's education code provided for concurrent enrollment of students in secondary schools and community colleges, with students obtaining either high school or college credit for courses taken. In one city we visited in this State about 600 high school students annually enrolled in specialized vocational technical courses at community colleges. Not all course offerings were available, however, since admittance of high school students was on a space-available basis.

One incentive for secondary schools and community colleges to participate in this program was the reimbursement received from the State on the basis of average daily attendance of students. A community college was credited with units of average daily attendance attributable to a high school student's hourly attendance, while the high school continued to receive State reimbursement for the same student if the student attended a minimum day (three hours). Because each facility earned State funds with the same student, the overall cost to the State was increased, but this approach probably was more cost-effective than trying to provide the extensive range of vocational course offerings in each facility, particularly since the funds remained available for educational purposes.

Movement of high school students to community colleges programs did expand vocational opportunities available to high school students. They could receive training in technical areas not available at the high school level, such as: aircraft mechanics, dental technology, cosmetology, criminal justice, plastics, fire science, technical illustration, and motorcycle mechanics.

We noted considerable variance in the degree to which these opportunities had been recognized by individual secondary schools in the community. For example, one high school with over 90 percent minority enrollment and classified as a disadvantaged school because of its high concentration of low-income students, had no students enrolled in community college programs during the 1973 fall semester, even though the school had limited vocational training options available. In addition, other high schools located in proximity to community colleges were making only minimal use of available options.

Vocational-technical institutes

Area vocational-technical institutes represent a third major delivery system for public vocational education. Since VEA's enactment in 1963 and its provision for Federal construction support, OE told us the number of these area schools has increased from 405 to 2,148.

All States have spent Federal vocational funds at the secondary level. Nationwide about 23 percent of Federal part B funds have been spent annually at the postsecondary level since fiscal year 1970. Almost all States each year have spent at least 15 percent. (See app. III B). Three of the States we visited directed most Federal funds at the postsecondary level toward strengthening their communtiy college capability; the other four States directed most Federal funds toward augmenting other delivery systems, including area vocational-technical institutes. According to the State director of vocational education in a State which spends about two and one-half times more funds on postsecondary than it does on secondary, it was administratively easier to work with 33 postsecondary area schools than with 436 school districts.

In the States we visited there was little evidence of communication between community colleges and area vocational-technical schools, either at the State or local level. Generally, community colleges were not using area vocational-technical schools to provide vocational offerings which could not be made available at community college facilities and vice versa. While some vocational-technical shools had extensive waiting lists, their facililties generally were underused because courses were offered only during certain hours, and they had not made arrangements with other institutions to provide training for individuals they were unable to accommodate. In some instances, area vocational-technical schools providing postsecondary training competed with neighboring community colleges for the same students by duplicating course options.

Training resources have not been inventoried

Most States and communities we visited did not have a process for identifying potential resources for training. Recipients of Federal funding generally had not inventoried facilities, equipment, or instructional supplies and materials in the community which could be used to provide training. Consequently, the respective State and local grantees often were not well informed about the training universe in which they operated. As a result, we noted cases where they failed to offer some training options that could have been provided, or they duplicated already existing opportunities. Several publicly-funded delivery systems for training—manpower and military—had not been considered by public secondary and postsecondary authorities.

Manpower skills centers

Skills centers, formerly supported under MDTA, were operating in seven communities we visited. These centers usually were located in proximity to inner-city schools. Administered through BOAE and usually the same State and local agencies that administer VEA programs, skills centers have functioned to train unemployed and underemployed persons 16 years of age and older for available jobs in over 900 occupational areas.

Training slots under MDTA have been reduced in recent years, and in most instances the skills centers we visited had facilities which were underused and could have provided training for high school youth and adults—particularly school dropouts and the disadvantaged. School officials told us they had not considered using skills centers for vocational instruction. The utilization potential of a skills center is demonstrated by the following example:

The director of one skills center with a capacity to process 1,300 trainees said that only 343 trainees were enrolled. He described the approach of MDTA skills centers as job-skill training combined with individualized instruction in basic reading and math related to the field of training, supplemented with guidance and placement assistance. He said that his attempts to interest public school officials had not been successful, because the schools preferred to limit vocational education offerings to those available in their own facilities.

Military installations

DOD is one of the Nation's most experienced trainers and has a considerable investment in facilities, equipment, and curriculum. DOD officials said military installations throughout the country represent significant potential technical training resources for vocational education. They advised us that many of DOD's training facilities are available—especially after regular duty hours.

DOD's Domestic Action Program, formalized in 1969, encourages military installations to assist their neighboring communities in alleviating social and economic problems. This program makes it possible for public agencies to call upon DOD's extensive resources and human skills. Our 1974 report assessing the activities of the Domestic Action Program concluded that it has the potential to benefit both the military and the communities throughout the country.[3]

Most public educational institutions we visited had not explored this potential. Generally secondary and postsecondary schools were not using neighboring military installations either to expand vocational program offerings, strengthen existing opportunities, or reduce training costs. Interaction between schools and the military was occurring in only two sites (both of which were selected specifically so that we could review this cooperation).

At one site secondary schools and community colleges were using Navy facilities and paying Navy instructors on an hourly basis as a way of expanding vocational-technical options available to students. At the same time, community colleges reciprocated by providing instruction for military personnel in specialized fields not available at military installations. The advantages of this relationship were expressed in the following statement by the coordinator of the college's biomedical technology program:

> "* * * It will mean a significant saving of tax dollars because the clinical facilities and classrooms will be used by both the Navy and * * * College and will not have to be duplicated by either. It would not be financially feasible for any community college in the nation to duplicate facilities and expertise provided by the * * * [Navy] under this agreement. * * *"

The commanding officer of a Naval training center said the center was motivated to get involved with the schools and the community under the Domestic Action Program. She indicated that because she served as a member of the school district's career education advisory committee, she felt commited to vocational education training. Furthermore, she advised us that Navy instructors received inservice teaching experience which could be applied toward a teaching credential, and this was beneficial for those interested after retirement in obtaining a teaching position in a high school or community college.

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[3] "Domestic Action Program: Activities, Problems, and Assessment," (B-176807, May 20, 1974).

A DOD official told us that National Guard installations were located in 3,000 communities throughout the country, and that each State had a network of National Guard shops, armories, hangers, and other facilities in which over 42,000 full-time technicians provided training in a wide variety of skills to 480,000 guardsmen. We were told that the Guard's training schedule which concentrated on weekend duty provided ample opportunity during the week for provision of technical training to public school students.

In one community we visited, students who wanted to take advantage of the technical training capability in the Guard facilities spent half the school day on a one-to-one basis with a Guard technician. According to an evaluation study, the program had been favorably received by students, parents, public school officials, and guardsmen. The Guard coordinator told us that the Guard's participation had a positive public relations effect in the community.

School officials in the community making most use of military installations for training said they realize emergency situations could arise which might disrupt such training arrangements. They observed, however, that the benefits of using these facilities outweigh this potential problem. Photographs on the following page show students training at military installations.

Costs have not been analyzed on a comparative basis

As job market projections indicate that training in particular occupational categories would be appropriate, education agencies need to assess systems for delivering training to determine which alternative would be most cost-effective. Generally, the States and LEAs we visited did not engage in cost analysis to make a choice among alternative training strategies. In the States where funds were distributed on a project basis, some judgment about costs was exercised. However, costs were only considered within the context of a single delivery system. Generally cost analyses were not performed in evaluating training programs.

Public school authorities at one site we visited did not engage in formal cost analysis, but they had determined that, with only limited funds available to meet the need for expanded course options, they would have to consider other approaches to training. The following illustrates the types of facilities they used:

A community college district used a variety of public and private facilities for a range of courses, including a filtration plant, several banks, the State Department of Transportation, an auto body shop, a silk screen company, the county administration building, a post office, an insurance company, and large and small manufacturers.

Air transportation programs offered by the local school district were conducted at 24 separate facilities, including air freight offices, Federal Aviation Administration Tower, the weather bureau, several car rental offices, 4 national airlines, 5 private flying service companies, and a convention and visitors bureau. Instruction in health occupations took place at more than 20 different hospitals, including 11 convalescent, 1 Veterans Administration, and 1 university.

Because our review objective was to determine the factors considered by States and LEAs in the decisionmaking process, rather than to show adverse effects, we did not attempt to determine differential costs of alternative delivery systems or to quantify excess costs that might be incurred because more cost-effective delivery strategies were not used. But our review did demonstrate that such fiscal analysis was not undertaken. It is reasonable to expect that training costs for alternative delivery concepts need to be critically evaluated by States and LEAs if maximum impact is to be realized. The fact that wide variances exist among States in the cost of providing vocational education, as shown in the following chart, indicates that cost factors between alternative delivery systems should receive careful management attention.

Vocational Education Expenditures, FY 1973 [1]

	Amount per student [2]
Total:	
High State	$826
Low State	125
Average	252
Secondary:	
High State	963
Low State	71
Average	272
Postsecondary:	
High State	2, 844
Low State	134
Average	629
Adult:	
High State	165
Low State	8
Average	56

[1] These figures, based on data reported to OE by States, do not take into account differences between types of instructional programs, level of training offered, or method of accounting for costs, but they do represent the ultimate resources allocated per student among the States.

[2] Annual expenditures divided by number of students enrolled in vocational programs. It should be noted that only 19 percent of those enrolled actually completed the program that year. Students may be enrolled in secondary programs for 1, 2, 3, or even 4 years before they complete the program. Postsecondary programs usually require 2 years for completion. Programs for adult students vary in length and most are part-time.

Program scheduling has not been flexible

School officials in one community where students used a variety of training facilities said that this practice required a flexible attitude concerning scheduling of training. They advised us that if training hours could be more flexibly arranged to coincide with availability of existing training facilities, students could gain access to preparation in many more occupational fields. The delivery of vocational education in the States we visited, however, generally was not characterized by flexibility.

For the most part, training was restricted to a particular school facility for a regular 6-hour school day, 5-day week, 9-month year. (Some provision, however, was made for postsecondary students and adults to attend evening classes.) Alternative periods (hours, days, week, months) of study and work experience were not a common option nor were mini-courses, which take advantage of specialized training facilities and instructors on a short-term basis. Fixed schedules for delivery left students, in some cases, waiting for program offerings which could have been provided had public facilities and equipment not stood idle or had other resources, such as employer sites, been considered.

Employer sites

Authorities on education and training have observed that many people learn best in an environment of job realism rather than in school or simulated situations. They have suggested that using public and private business and industry to provide facilities and instructors can enrich and enhance vocational training programs. Several vocational educations in local areas we visited told us that of all the possible training resources available in the community, employer sites held the greatest potential for moving vocational training programs into the mainstream of the Nation's needs.

Generally no large-scale use of employer resources was evident in the sites we visited. Some specialized training, such as nursing, did provide for experience in hospitals or related clinical facilities, but this was the exception rather than the rule in most vocational programs. We did note that some employers, who had requested persons trained in particular skills, had made their facilities available to the school for instruction.

At only one site did we observe extensive use of employer sites for training. Courses were developed primarily under a State-initiated program which required that training be related to job opportunities. The example below describes use of such facilities.

A major shopping center served as an extended campus of the school district to provide a laboratory for high school students enrolled in the applied marketing occupations program. Students rotated among selected stores in the shopping center for eight hours per week, and participated in two hours of class instruction in a mobile unit located in the parking lot of the shopping center.

Seventeen stores were used as a training resource during the 1972–73 school year with about 175 students participating. Student learning was concentrated in the areas of sales, display, advertising, shipping, receiving, inventory and stock control, marketing, maintenance, restaurant operations, auto services, and clerical procedures.

We were told by various employer representatives that they were pleased with the program because it provided them with prospective employees, thereby avoiding the expensive search-and-train cycle. They said graduates of this program received definite preference in hiring.

Transportation often has not been provided

VEA's definition of vocational education includes "travel of students and vocational education personnel while engaged in such a training program." Effective use of facilities through sharing requires provision for transportation. Lack of transportation can limit access to vocational education options.

School officials told us that students (1) were not always being trained in the most desirable facilities and (2) did not have access to some training opportunities because transportation was not provided.

High school officials in one city said the exchange of students between various high schools, which offered a range of vocational courses, was minimal because students had to provide their own transportation.

In a city in another State, where the school board had adopted as a goal the provision of a marketable skill for every student leaving school, transportation was available through contract for bus and taxi services, to carry students between secondary and postsecondary schools and employer sites, as well as between other training facilities, such as military installations.

Several explanations were offered to explain why school districts had not used more funds for transportation. We were told one of the most important reasons was because State reimbursement of education costs was based on the physical presence of students at the school facility in which they were enrolled. Another reason cited was that school authorities felt there was little incentive to the school's image when students were sent elsewhere for training. School officials also believed that it was administratively easier to control programs if they were contained inhouse. The director of one school we visited, where students gain work experience either at employer sites or in simulated settings at the school, agreed that control of inhouse training activities was less complicated, but he said that using only inhouse training would restrict student opportunities.

Construction of new school facilities has been favored

VEA does not limit the amount of Federal funds which can be used for construction. OE statistics show that between fiscal years 1965 and 1973 about $.5 billion, or 16 percent, of Federal part B funds were spent for construction. When these expenditures for construction are added to those funds retained at the State level for administration and related activities, a significant portion of Federal funds in some States has been used to support infrastructure costs.

OE statistics for fiscal year 1971 to fiscal year 1973 show that the average annual proportion of part B funds used by States for construction ranged from 0 to 44 percent. An average of 12 States annually spent more than 20 percent of their part B funds for construction. Three of the States we visited had spent an annual average of 25 percent of their part B funds for construction. Two of these States also received about $12 million in other Federal funds during that period to construct and equip vocational facilities.

We observed that allocation of Federal funds for construction in the States we visited was not necessarily contingent upon need factors or upon maximum use of existing facilities. An official of HEW's Office of Facilities, Engineering and Property Management told us:

"All too frequently vocational facilities are built in rigid conformity with modes of the past, lacking the flexibility to adapt to changing training needs. Only through partnership with employers—with the schools using employer facilities for training students or employers using school facilities for training students—can vocational education expect to keep pace with rapidly evolving technology. Usually the need for such linkages between schools and employers is not taken into consideration in planning for school construction."

Action recommended in one State we visited illustrates the realization that construction of more facilities may not necessarily be the best response to the need for more useful vocational training services.

In 1973 a State commission with statutory coordinating responsibility for higher education recommended that no new area vocational-technical institutes be built. The commission also recommended that the State Board of Vocational Education not expand existing institutions without review of proposed construction by the commission. It was the Commission's opinion that the present needs of the State could be met by maximizing the use of the State's existing resources.

Several State directors advised us that they believed the use of Federal funds for construction has served as a catalyst. They noted that flexibility in use of Federal funds is helpful, since in some cases it is difficult to obtain State or local funding for construction. They suggested that construction of facilities is a good investment for the Federal Government, because State and local agencies then have to provide programs in those facilities. Although we did not make an analysis to determine to what extent this relationship existed, we did observe instances in which facilities used for vocational programs were not fully utilized, as indicated earlier in this chapter. Vocational officials in several States told us that underutilization of facilities resulted from insufficient funds to conduct programs.

Sources of equipment and supplies have not been fully explored

Equipment for vocational-technical training represents a significant investment. Equipment and supplies can be purchased, received on loan, or donated by private sources, or obtained through Federal surplus, excess, or loanable property programs. Equipment acquired by gift or through Federal sources can reduce vocational costs substantially.

The extent to which States and LEAs actively pursued equipment available from Federal and private sources varied in the States reviewed, but most did not take full advantage of these options. A primary use for VEA funds was equipment and supply purchases including replacement. The following reflect some of the approaches taken:

Vocational officials in a State with some of the Nation's poorest counties told us they had sufficient funds to purchase new equipment; they did not actively solicit donations from private sources or make extensive use of federally available equipment. We were also told that much of the Federal property designated excess or surplus was obsolete.

In another State vocational educators aggressively sought equipment at no or reduced cost from the Federal surplus and excess property programs and the National Industrial Equipment Reserve. Acquisition value of equipment obtained in fiscal year 1972 was over $8 million, an amount exceeding the total Federal part B expenditures of that State that year.

A school in a third State obtained an army stretcher carrier which students in vocational-technical courses converted into a mobile TV van for electronics students to present guidance films to junior high youths to assist them in making career choices.

Since 1972 education agencies receiving Federal assistance under formula programs have not been eligible to acquire Federal excess property. Although the usefulness of Federal supply sources for supplementing vocational programs has been demonstrated, OE's Deputy Commissioner for Occupational and Adult Education advised us that attempts to get reversal of this restriction have not been successful. The National Advisory Council on Vocational Education also expressed its concern to us that this sources of supply no longer was available for use in vocational programs. The Congress introduced a bill in 1973 which would have amended the Federal Property and Administrative Services Act to provide for such access to grantees, but it was not enacted.

Several sites had obtained equipment from private industry. We were told that such donations primarily reflected efforts of individual instructors, and donor industries benefited through tax deductions they were able to claim and from student acquantance with their products. For instance:

A radio communications program instructor at one high school received $150,000 worth of donated equipment from various radio-TV sources. (In contrast, an instructor for the same program at another high school purchased his equipment through commercial sources.)

A national manufacturer of photographic supplies located in the State provided many supplies free for a vocational school's photography classes.

Local automotive and truck companies provided $200,000 worth of parts and diagnostic equipment for an auto-truck maintenance program.

A national company donated computer equipment valued at $72,000 for use in a computer programming course.

Part of the reason for variance in use of donated equipment may be that there was no uniform OE instruction that LEAs receiving Federal funds should assess the availability of these resources before spending moneys for equipment and supplies.

Other obstacles have limited full use

Several other factors have contributed to limited use of training resources.

One vocational director in a large city told us that training had to take place in facilities which met established standards for public schools. This had precluded taking advantage of training offered in most proprietary schools.

A skills center director told us that school district teacher contracts provided for a 4-hour teaching day, thereby limiting the use of facilities. Three of that city's four area vocational facilities did not offer evening classes. School officials told us that the level of teacher salaries prevented scheduling several shifts, despite student demand.

Several State education codes required that high school students be instructed by teachers who have acquired State certification. School districts were thereby prevented from contracting for training services with community colleges, manpower skills centers, private schools, employers, or military installations, whose instructors were not certified. At the time of our review, we noted in one of these States that the SEA was withholding State support from several school districts which had contracted with proprietary schools to provide cosmetology training for students on a half-day basis.

Some school officials cited accident insurance for youth as limiting the use of nonschool facilities for training. In one State which depended on other than school-training facilities, however, arrangement had been made to extend school insurance coverage to students wherever they were engaged in training.

Employer representatives in one city said there was labor union resistance to establishing work stations for vocational training programs. A local labor union representative told us that such arrangements might make union members less employable than students who have had exposure to particular employers and participated in such training.

CONCLUSIONS

Delivery of vocational education could be improved if all available training resources in the area to be served were taken into account in the planning process. Public education agencies should explore potential sharing of other resources in the community—particularly employer sites—and take steps to maximize the utilization of their own facilities. We believe that expanded vocational opportunities and strengthened program offerings would result from OE and States providing leadership in forging partnerships with all resources, including those outside the traditional vocational education pattern.

RECOMMENDATIONS TO THE SECRETARY OF HEW

The Secretary of HEW should:

Require States and LEAs to assess training resources and facilities in their respective geographic areas so the role of Federal funding can be viewed within the context of total available resources and costs can be determined for alternative training strategies.

Require that LEAs in their applications to SEAs describe and document the nature and extent of their cooperative efforts with other sources of training and employment.

Work with States to increase flexibility in vocational training arrangements, through such mechanisms as expansion of the present school day, week, or year; inclusion of transportation costs to make better use of existing facilities; and provision of vocational training in nonpublic facilities so that more people can be trained in more occupational categories.

Work with States to identify statutes and administrative procedures which may prevent schools from using other community training resources and to implement plans for removing these obstacles, including encouraging State agencies to make recommendations to appropriate legislative bodies.

Discourage use of VEA funds for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives and then require sufficient flexibility so that facilities can be adapted to changing training requirements.

AGENCY COMMENTS AND GAO EVALUATION

HEW concurred with our recommendations and stated it had taken or planned to take actions to implement them. (See app. VI.) HEW will:

Encourage States to assess all training resources and facilities as a part of the State planning process; investigate possible sources of funds to implement a study in fiscal year 1976 which will assess various alternative training strategies.

Review LEA application forms on file with State plans to determine the extent to which LEAs are required to describe and document cooperative efforts with other sources of training and employment, and assist States in revising their application forms where the information requested is inadequate.

Develop and fund a project during fiscal year 1976 to seek out successful examples of flexible arrangements and develop models for use by States and LEAs in increasing flexibility in vocational training arrangements.

Develop an evaluation study to identify Federal and State statutes and administrative procedures that limit the use of community training resources, and disseminate the results of the study for use in development of plans to remove such obstacles—including transmittal of this information through the Office of Management and Budget to the National Legislative Conference for consideration by State legislatures.

Encourage States to weigh carefully the expenditure of Federal funds for additional facilities. Because of the wide range of existing facilities which offer potential for expanded training, and the need for the greatest possible adaptability of facilities to evolving training requirements, we believe HEW should provide explicit guidance with respect to expenditure of Federal funds for construction.

RECOMMENDATIONS TO THE CONGRESS

In its deliberations about VEA, the Congress should consider:

Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary students to postsecondary facilities).

Establishing, as a legislative policy, that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

The Congress also should consider: Amending the Federal Property and Administrative Services Act to provide for eligibility of recipients of Federal vocational funds to acquire Federal excess property.

CHAPTER 6

IS TRAINING RELATED TO EMPLOYMENT?

Although VEA requires that vocational training or retraining be realistic in the light of actual or anticipated opportunities for gainful employment, this factor generally has not been adequately considered in planning for and evaluating vocational education programs. As a result, there is little assurance that changing manpower needs are being addressed in secondary and postsecondary occupational programs supported by Federal funds. Many students are enrolled in traditional courses and are not always able to obtain employment in fields for which they were trained. A number of factors have limited the relevancy of vocational programs:

Labor market needs have been neither fully nor realistically assessed.

Work experience often has not been an integral component of the vocational curriculum.

Occupational guidance has not received adequate attention.

Responsibility for job placement assistance has not been assumed routinely by schools.

Followup of graduates and employers has been marginal.

Barriers have restricted access to training and employment.

CHANGING MANPOWER NEEDS REQUIRE CHANGING PROGRAMS

VEA's enactment resulted in part from recognition that labor market demands required much greater flexibility on the part of vocational training institutions than had characterized their performance in the past. Requirements for new and updated skills for emerging jobs accelerated the need for educational institutions to adjust training programs to coincide with the employment scene. VEA provides that to be approved by OE a State plan must describe State policies and procedures which insure that:

"* * * due consideration will be given to the results of periodic evaluations of State and local vocational education programs, services, and activities in the light of information regarding current and projected manpower needs and job opportunities, particularly new and emerging needs and opportunities on the local, State, and national levels * * *."

The act further provides that the State plan must include provisions assuring that funds will not be used for any program of vocational education which cannot (1) prepare students for employment, (2) individuals for successful completion of such programs, or (3) be of significant assistance to individuals enrolled in making an informed and meaningful occupational choice.[4] HEW/OE instructions, 45 CFR 102.4 (k) implementing the act require that:

"Evaluation of the results of the program of instruction will be made periodically * * * by the State * * * and continuously on the local level with the results being used for necessary change or improvement in the program * * *."

Critics have claimed that vocational education is not responsive to current needs. For instance, a 1972 HEW report titled *Work in America* concluded that "* * * technical training in schools is based on outmoded assessment of future needs."

Student enrollments have not been aligned with employment opportunities

Enrollment in VEA-supported programs over the past decade does not indicate that training has shifted from traditional categories to new and emerging job opportunities. Studies financed by HEW show that much of the enrollment has been concentrated in programs with only a peripheral relationship to labor market needs. The charts on the following page, which show total enrollment growth by program from fiscal year 1963 to fiscal year 1973, as well as secondary and postsecondary enrollment growth by program from fiscal year 1967 to fiscal year 1973, indicate that most traditional programs have increased in enrollment.

Enrollments in postsecondary programs, when contrasted with secondary programs, reflect some adjustment to labor market conditions reported by DOL. As shown in appendix IV, in fiscal year 1972 13 percent of postsecondary enrollments were in health, contrasted with only 1 percent of secondary enrollments in that field. Technical subjects, such as electronics, data processing, and architectural technology accounted for 14 percent of the vocational enrollments at the postsecondary level, contrasted with 1 percent at the secondary level. OE's Deputy Commissioner for Occupational and Adult Education advised us that expansion of some health programs at the secondary level may be limited by existing State licensing requirements. In several sites we visited, however, we noted extensive health programs at the secondary level.

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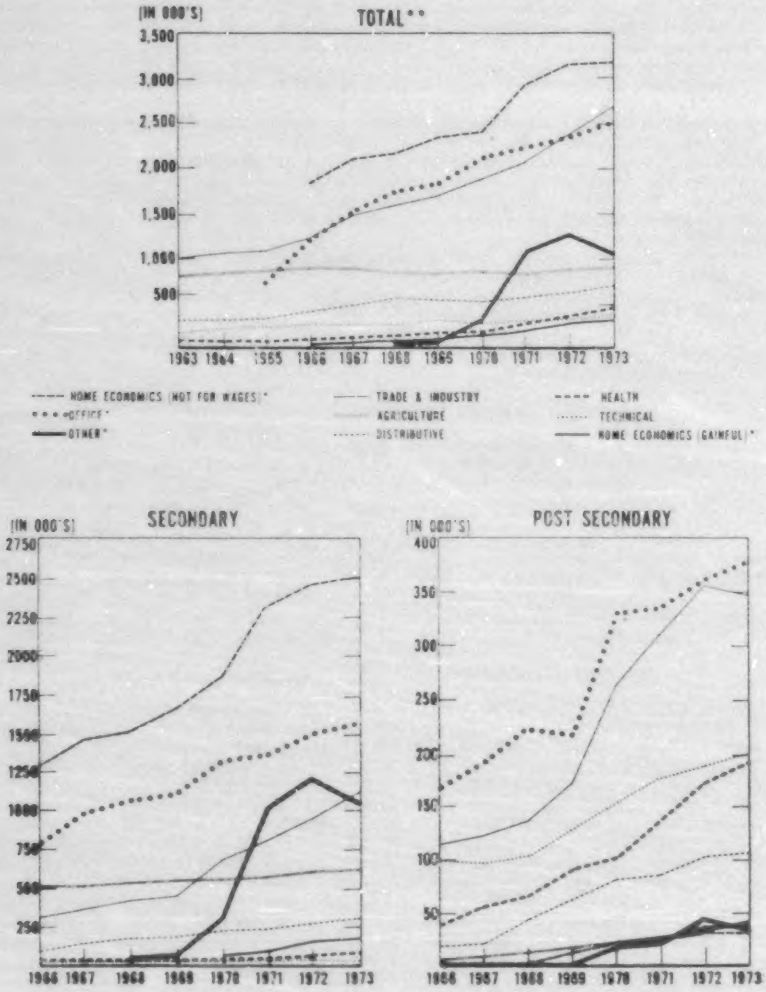
[4] Except programs under part F—Consumer and Homemaking Education—for which $26 million in Federal funds were spent in fiscal year 1973.

ENROLLMENT IN VOCATIONAL EDUCATION BY INSTRUCTIONAL PROGRAM



*Data not available prior to year indicated

**Total includes secondary, postsecondary, and adult

SOURCE: OE annual vocational and technical education selected statistical tables.

Only marginal efforts have been made by OE to review the adequacy of vocational offerings in relation to availability of jobs. In 1972 an OE-contracted study concluded that changes were needed to align program offerings more closely with areas of expanding opportunity, but OE officials told us that no subsequent action has been taken. In the States and communities we visited such a review was not conducted routinely.

The standard program categories used by OE to report enrollment data frequently are too broad and the programs within categories too diverse to appraise the significance of change in enrollment in different instructional programs. Further, these program categories do not correspond with occupational classifications used by the Bureau of the Census or DOL, making it difficult to compare the applicability of different courses offered with anticipated job opportunities. We were told by State and local educational officials that this noncomparability of data was a significant obstacle to effective review and appraisal of course offerings.

We did note in the States visited that there had been little effort to use VEA funds to initiate courses in program areas with an increasingly high labor market demand. For instance, DOL projections for 1980 show that 3 in every 10 new jobs will be in public service occupations, such as fire science and law enforcement. When training in such occupational skills was available, it rarely was offered at the secondary level where the largest portion of vocational enrollments was concentrated.

Ratio of completions to enrollments has been low

OE statistics show that the output of vocational education in terms of program completions is far smaller than the input in terms of enrollments (see app. IV). These figures indicate that there is wide variance in the completion rate among programs. Some program categories show a high number of noncompletions.

A national study contracted by OE suggested that the relation to job opportunities is one variable influencing the holding power of vocational courses. The highest ratio of completion to enrollment has been in health programs at both levels—50 percent for secondary and 36 percent for postsecondary. The allied health fields have experienced greater employment growth in recent years than many other occupational areas in which vocational students have been trained.

Students may not be employed in fields for which trained

One indicator of the extent to which training is matched with job opportunities is the proportion of graduates who subsequently are employed in fields related to their training. Each year States are required to report by November 15 to OE the number of students who actually complete courses in which they are enrolled and what they are doing after they leave school. The chart in appendix IV, based on OE data, shows the extent of this match between training and employment by program category at secondary and postsecondary levels.

Data reported by OE for fiscal year 1972 indicated that about one-third of those who completed secondary programs and three-fifths of those who completed postsecondary programs and were available for full-time work were employed in fields related to their training. Officials told us, however, that the data sent to OE was not necessarily accurate. For instance, in one State we noted that the figures provided to OE for the two largest cities were substantially higher than those submitted to the State by those cities.

Neither OE nor the States had developed criteria on which to assess placement so that courses could be altered or dropped, as necessary. As a result, programs have continued year after year whether or not students trained in those programs were finding employment. A 1971 study by an OE contractor observed that the most striking fact about program terminations was the small number of instances in which they took place.

PRACTICES LIMIT RELEVANCY OF VOCATIONAL PROGRAMS

A dynamic economy with expanding employment needs is a prerequisite for optimum match between training and employment. Whatever the status of the economy, however, the composition of the labor market continues to change. A variety of factors determine the extent to which vocational education succeeds in providing training geared to actual job opportunities. The importance of coordinated, comprehensive planning was addressed in chapter 3, and maximum utilization of training resources in chapter 5. Other practices which influence the relevancy of vocational programs are discussed below.

Labor market needs have been neither fully nor realistically assessed

To insure that vocational training is relevant to the needs of the labor market, VEA requires that these needs be examined and taken into account in the planning of vocational programs. In the States we visited, vocational educators at both State and local levels had not given adequate consideration to labor market factors. Labor market demand and supply had not been fully assessed, and there was no assurance that the training provided corresponded with manpower needs.

Manpower data is unavailable or unused

OE requires that each State plan include a statewide projection of manpower needs and job opportunities. For each program of instruction, a summary analysis of labor demand and labor supply is supposed to list corresponding quantitative data on current employment levels, projected employment expansion and replacement needs, and projected labor supply, including output from sources outside of public-supported vocational education.

All States we visited had an OE-approved State plan which included at least some labor demand and supply projections. State education officials told us that available projections of labor demand and supply were unreliable and were included in the State plans only to comply with OE requirements. The State plan therefore was not considered a valid assessment of manpower needs. One State plan did not provide current employment and replacement needs for 58 of its 169 instructional programs, nor did it project labor supply output from other sources for 148 programs.

Demand data

At the local level secondary and postsecondary schools placed little reliance on manpower projections in developing and reviewing vocational offerings. Instead they frequently relied on informal input from selected employers serving on advisory committees (described in ch. 3). Student interest and course enrollment also were cited as justification for program offerings.

If manpower data was consulted at all, it usually was for justification after a decision had been made to start new courses. Since there was little coordinated planning among institutions offering vocational training (as discussed in ch. 3), the *same* data was used to justify decisions at several schools, thereby contributing to potential oversupply in some occupational areas. For example:

In one community we visited, three high schools independently had applied for support of secretarial and clerk-typist courses. To establish the need for these courses, the applications described the labor market demand in the area. The wording and statistics of this labor market information contained in each application were identical.

Supply data

Vocational officials told us there was no mechanism for accurately projecting labor supply from all sources at national, State, or local levels. We frequently were told that as long as students got jobs, there was a need for the program. Yet, these same officials agreed there was inadequate followup about whether students actually got jobs and little information as to the adequacy of the training for potential employment. As a consequence, schools lacked assurance that they were not contributing to oversupply in some occupational areas and undersupply in others. For example:

One large city school district, in planning for, establishing, and conducting its vocational education programs, did not consider the potential supply of manpower generated by (1) the parochial system of the city which enrolled about 30,000 high school students, (2) the community colleges located in counties adjacent to the city, (3) the public and nonpublic secondary school systems located in 8 surrounding counties (3 in another States) which with the city comprised the metropolitan area, or (4) numerous proprietary schools located in and around the city.

Educators claim data limitations; data producers cite user unfamiliarity

Although both quantity and quailty of manpower data have improved in recent years, vocational educators told us manpower data were not used in a systematic manner because they considered them inadequate. Officials of the Bureau of Labor Statistics (BLS), the agency responsible for technical direction of the cooperative Federal and State Occupational Employment Statistics program, said vocational educators often were not familiar with and lacked the expertise to use data which could be helpful in their planning. Following are specific data limitations cited by vocational educators we interviewed, and BLS responses.

Vocational educators	*BLS officials*
Employment projection statistics are reported for the Nation as a whole. Because decisions about vocational training are made primarily at the local level (individual schools or school districts), it is difficult to relate national projections to localities affected.	By 1971 over 40 States had developed manpower projections for 160 occupations, using procedures of BLS' Tomorrow's Manpower Needs. By 1974, 48 State employment security agencies had available projections for 420 occupations—not only for each State as a whole but also for over 100 sub-State areas of at least 250,000 population. It is not realistic to project employment on a school district basis because planning for vocational education needs to take account of the entire labor market area, which often is considerably larger than a single school district. In some instances, labor market areas even cross State boundaries.
Employment service data is mainly concerned with workers who are covered under unemployment compensation laws and therefore do not address the total employment scene.	In additional to information about employment covered by unemployment insurance, each State has for many years obtained monthly information on total employment of wage and salary workers in all industries except agriculture.
Classification systems are incompatible: OE's basic breakdown of seven education program categories is not easily comparable to the employment service occupational groups.	BLS has attempted to bridge the gap in projections information through a coding structure familiar to vocational educators. A cross coding system has made it possible to relate about 460 occupations to the occupations in the Dictionary of Occupational Titles and through them to the vocational education program codes.

A 1972 study under the auspices of the National Advisory Council on Vocational Education concluded that limited use of manpower data by vocational educators often resulted from inadequate communication about the existence of such data. An NIE-supported project launched in 1974 sought to identify specific reasons why the available data are not used.

Funds have not been used for planning data

VEA specifically authorized OE to reserve an amount (not to exceed $5 million in any fiscal year) to finance, in conjunction with DOL, "national, regional, State, and local studies and projections of manpower needs for the use and guidance of Federal, State, and local officials, and of advisory councils." We were told by an OE official that OE had decided not to reserve funds for these studies because it would have decreased the amount of funds available to the States. Not until fiscal year 1974 did BOAE designate manpower data a priority for support under the vocational research program (part C of VEA) and subsequently funded 22 projects in 18 States at a cost of $2.2 million.

BLS officials told us they have been concerned about recent proliferation of projects engaging in isolated, dupicative, and expensive activity in obtaining manpower data. They advised us they had not been consulted by OE in the review of such proposals funded by OE. They said that a coordinating mechanism was needed to provide guidance to independent efforts so that projects could take advantage of data and systems already available, thereby avoiding costly duplication.

Although States can use part B funds for development of State plans, including obtaining information regarding current and projected manpower needs, the States we visited had used only a limited amount of available funds for such purposes. However, several States, prodded by recommendations of their respective State advisory councils, recently have undertaken efforts to identify and acquire more adequate manpower information. For example: A project in one State we visited had developed a methodology by which national and State manpower projections of industrial and occupational trends prepared by BLS and the State could be superimposed on a local area to permit the matching of manpower supply with manpower demand. This approach had been used in several metropolitan areas of the State, and plans were underway for using it in others.

Work experience often has not been an integral component of vocational curriculum

It is generally acknowledged that inclusion of actual work experience in vocational education curriculum provides students with valuable real life exposure to work requirements and helps assure they receive training appropriate to employer needs. Such experience often can better prepare students for subsequent placement in jobs related to their training. The Congress has recognized this need and, in part G, VEA specifically encouraged cooperative arrangements between schools and employers. OE statistics for fiscal year 1973 show that about 508,000 students—4 percent of the total enrollment in vocational education—were enrolled in cooperative programs.

In the States we visited there was a wide variance in using work experience as an integral part of the vocational curriculum. We observed that most schools were not operated on the philosophy that vocational education students learn best in an environment of job realism. Students often were only exposed to simulated situations and performed theoretical exercises. When work experience was part of the curriculum, it was more often at the postsecondary level and then only in specialized fields, such as health. Some provisions for work experience were as follows:

On-the-job training was only offered as part of the regular curriculum in the allied health program at the community colleges in one large city. All three campuses were served by a single work experience coordinator who was responsible for placing students in all other jobs related to their training. This coordinator told us he had about 50 students in cooperative employment. This amounted to only about one percent of the full-time vocational student enrollment in 1973 (excluding those in allied health fields).

That city's secondary schools generally had no established programs for combining classroom instruction with on-the-job training, except in business education.

OE advised us that national trade unions, as well as business and industry organizations, had endorsed the work experience concept. The results were mixed in actual practice. In some cities we visited, there were instances of resistance by local unions to its implementation. One institution we visited, however, which enrolled over 4,500 students in school year 1972–73, had developed working partnerships with local employers and unions to provide realistic training for all students. Its accomplishments are discussed below.

Realistic on-the-job training

This institution, serving the vocational and technical needs of both secondary and postsecondary students, offered more than 50 different trade and technical skills in an occupational training program geared to realistic on-the-job training.

The educational process at this institution was based on the belief that instructional methods should use the most realistic and productive training available. School officials asserted that making training as "live" as possible provides a student with greater motivation, resulting in a better qualified, more employable student. Vocational training was offered either in conjunction with local employers off-campus or in the school's "organized businesses" on-campus.

Cooperative training, which used local business facilities off-campus, was an arrangement for bringing relevancy to formal instruction through alternating employment in the community with classroom instruction. School officials said that the most rewarding benefit of cooperative training was that students learned occupational skills under actual conditions of employment. During school year 1972–73 about 1,000 vocational students were enrolled in 18 cooperative training programs.

The other instructional approach, called Realistic Training Enterprises, was designed to expose students to realistic on-the-job conditions comparable to those in the community for the occupation for which the student was training. In addition, it produced a saleable product which was used to help defray costs of the program. During the 1972–73 school year about 3,000 vocational students were enrolled in 34 Realistic Training Enterprise programs, which were available on-campus in school organized businesses.

The fiscal goal of the Realistic Training Enterprise program was to charge the cost of the course to the customers. In this manner, those who benefited from the purchased products, and not the taxpayers or students, primarily shared the training costs. Total expenditures for school year 1972–73 were $407,510, and revenues were $409,970.

Advisory committees for each skill program were used to gain support from the community business and labor interests. Reportedly, no Realistic Training Enterprise plan was operated at the school without explanation to, understanding of, and endorsement by the same or similar business establishment in the community. Any complaints were referred to and resolved by the advisory committee responsible for the respective programs.

Occupational guidance has not received adequate attention

VEA provides for guidance services to assist students in selecting career objectives. Yet these services did not appear to be adequate in many of the schools visited during our review. In fact, students generally did not receive vocational guidance and counseling unless they made a specific request. Few schools had cooperative arrangements with the system of public employment offices in the State to provide these services, although State plans gave assurances of such provisions. As a result, students were not routinely exposed to the range of occupational options available and therefore had to make decisions on the basis of limited job information.

Vocational educators told us that school counselors generally were academically oriented and did not know a great deal about vocational manpower needs, and that consequently, students often were guided toward college and pursuit of a liberal arts curriculum rather than a career based on vocational education preparation. We were advised by secondary and postsecondary school officials that there was not systematic effort to inform students of the various vocational offerings and the types of jobs available.

Various national and State studies have concluded that more consideration should be given to vocational career planning. A 1972 report of the National Advisory Council on Vocational Education focused entirely on changes needed in guidance and counseling services. Most State advisory councils in the States we visited had commented on the insufficiency of current guidance practices and suggested recommendations for improvements. For instance: One council addressed the importance of augmenting the school's guidance capability by using a variety of agencies and groups, such as the business, industry, and labor community and the State employment commission for inservice training and support of the school counsleing activities

Schools have not routinely assumed responsibility for job placement assistance

VEA includes job placement in its definition of vocational education, implying that skill training, if it is to be successful, needs to be linked with placement in appropriate employment. The act also requires that State plans provide for entering into cooperative arrangements with public employment offices so that placement of persons leaving or completing vocational courses can be facilitated.

We were told by the director of the placement project of the National Advisory Council that most schools and many teachers view their sole function to be that of education and training. We were advised that generally neither schools nor teachers have been held accountable for placing students in jobs when they complete that training. Consequently, he told us, schools have not always taken the initiative to see that students were placed in jobs related to their training. A recent OE-financed national survey of almost 18,000 1972 high school graduates found that 77 percent of those responding expressed the opinion that schools should help students find jobs when they leave school.

In many schools we visited systematic placement of students generally did not occur at either secondary or postsecondary levels. When placement was accomplished, it happened at the initiative of individual teachers acting on behalf of individual students. Officials advised us that while some teachers were aggressive and interested in the placement of their students, others did not attempt to actively seek employment for their students. Several instances in which placement was considered a responsibility of the school are described below.

A career development center in one city had its own placement officer who concentrated primarily on familiarizing local business and industry personnel with the center's programs, while instructors and advisory committee members assisted students in locating jobs. A State employment commission counselor was assigned full-time to the center and assisted in providing students with information about jobs available in the metropolitan area.

In another city each of five inner-city schools had a job placement specialist responsible for placing students in jobs located through employer contacts made by the schools' job development specialists. According to school district statistics, over 6,100 high school graduates have been placed since the program began in 1966. Total State and Federal expenditures have amounted to $584,000, an average of $95 per graduate placed. Project officials told us that cost was minimal compared with the graduate's immediate earnings. In 1973 the National Advisory Council on Vocational Education identified this program as exemplary and recommended its replication.

Followup of students and employers has been marginal

VEA stipulates that consideration be given to the results of periodic evaluations of State and local vocational programs in light of manpower needs and job opportunities. In the States we visited the existing vocational programs at all levels lacked adequate student followup. We were told that without this type of information, (1) it is extremely difficult to determine the extent to which specific training is impacting on individual and labor market needs and (2) essential information on which to base instructional changes is not available to vocational educators and planners.

States collect some information on the status of vocational graduates, many primarily to comply with Federal reporting requirements. For those graduates who are know to be available for employment—who did not go on for further education—there are three categories for reporting: (1) employed fulltime in a field in which they were trained or a related field, (2) employed in a field unrelated to training, or employed part time, and (3) unemployed. School officials said these reports prepared to meet the Federal requirement were not useful because data is collected too soon (5 months) after graduation.

In the States we visited formal, systematic followup of students generally was no performed. School officials told us that in most cases an informal followup was the basis for Federal reports. They said most teachers use an informal personal followup with a limited number of former students to obtain information about student status and to judge the appropriateness of their curriculum. The extent and nature of the followup depended upon individual instructor interest, time, and concern. In contrast to this prevailing approach: One school we visited required students to complete 6 months of successful employment in a job related to their training before they could be awarded a diploma. We were told that between 80 and 90 percent of the students received diplomas. This technique, which assured response from students since the diploma served as an incentive, provided teachers with valuable feedback on ways for relating instruction to current employer needs.

Barriers have restricted access to training and employment

In the States we visited we noted several barriers, in addition to those cited elsewhere in this report, which inhibited public vocational institutions from adapting their training programs to meet current manpower and individual needs. We did not review the degree to which specific barriers limited either the number of students participating or the range of occupational options available, or the degree of impact on the labor market area. Several of the more visible obstacles are discussed below.

Age.—Age limitations have prevented students from (1) participating in many work experiences, (2) entering various secondary and postsecondary programs, (3) enrolling in apprenticeship training, and (4) getting some types of jobs.

Considering the objectives and strategies set forth in the VEA, current Federal and State laws and administrative procedures may be unintentionally restricting youth from participation. For instance, several 1973 studies have observed that safeguards designed to protect workers under the age of 18 act as a disincentive to some employers to hire or provide training for these youth, thereby restricting vocational efforts to integrate work experience into the curriculum. School officials said such protective devices also restrict efforts designed to facilitate an adjustment proces for 14- and 15-year olds who need to improve their self-image and be encouraged to complete school within a work environment.

Age, reflected in grade, also acts as a restricting factor. For instance, in one large city many vocational courses were limited to students in eleventh or twelfth grade. This could result in younger students, particularly the disadvantaged, dropping out of the school program because they are unable to find relevant educational experiences. Our report on the education of the handicapped, cited in chapter 2, observed that many handicapped individuals are cut off from educational opportunities critical to their self-development because of restrictive eligibility requirements related to age.

Most States have an age requirement with respect to entrance to community college programs for students who have not graduated from high school. Youth below the age of 18, who drop out of school before completing high school, generally are unable to obtain training at community colleges.

Trade unions also set age limitations for acceptance as an apprentice. The maximum age for entering an apprentice plumber program in one urban area was 21. Consequently, a person out-of-school for a few years and over 21 could not pursue plumbing under the union apprenticeship program.

Frequently age requirements are imposed by employers which do not necessarily coincide with the age at which youth are prepared for employment. For instance: A major employer in one city we visited had requested that a specific vocational program be provided by the secondary schools. Yet this employer restricted hiring to persons over age 19½, which meant that most graduates of the training program had to wait about 1½ years before they could be employed by that company. Schools officials had not been able to overcome this barrier for their graduates.

Sex.—Explicit in the VEA is the intent that all persons should have an equal opportunity to participate in training. In a 1974 speech to the National Schools Committee for Economic Education, HEW's Acting Assistant Secretary of Education described his visits to vocational-technical schools. He observed that: In one city the average expected wage for trades learned by girls was 47 percent lower than for trades learned by boys. So not only were students channeled into traditionally male or female jobs, but girls were guided into employment at lower income levels.

Analysis of OE statistics for fiscal year 1972 indicates that members of one sex tend to be clustered around occupations while members of the other sex tend to be clustered around others.[5] For example, enrollees in health and office occupations were predominantly female, whereas enrollees in technical and industrial fields were predominantly male. The chart on the next page illustrates the number of enrollees by program and sex and shows related clusters.

A 1972 OE report about women in education called attention to several factors which have limited training opportunities for females: sex-segregated courses, restricted admissions in vocational schools, and vocational interest inventories which provide different occupational scores for males and females.

Title IX of the Education Amendments of 1972 prohibits discrimination in education on the basis of sex, but in several States we noticed practices that could discourage deviation from traditional roles. For example: Catalogs describing vocational programs used the exclusive pronoun "he" when referring to course requirements in almost all subjects, yet the exclusive pronoun "she" when describing secretarial and nursing courses. Vocational officials agreed that potential students studying this material might get the impression that courses were restricted to members of one sex.

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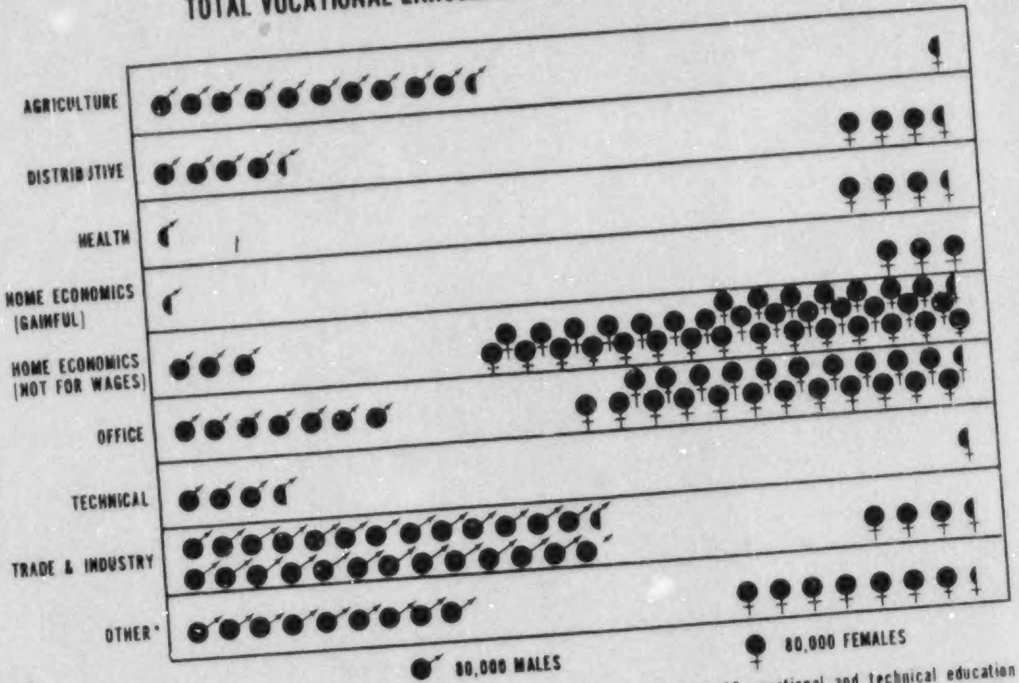
[5] After fiscal year 1972 OE no longer collected data on sex (nor data on race and ethnic background).

TOTAL VOCATIONAL ENROLLMENT BY PROGRAM & SEX, FY 1972



SOURCE: OE vocational and technical education selected statistical tables, FY 1972

*Group guidance, remedial programs, and special programs

Sometimes classes were physically located in a manner which could encourage sex role stereotyping. In one secondary area vocational school, clerical, health, and cosmetology courses were offered in one building and all other courses in an adjacent building. Female students questioned by us about their vocational interests said the courses they were taking did not necessarily coincide with what they hoped to do later. They said their choices for training were limited because girls were not allowed in the "boys' building." The school director agreed that girls might get that impression but said that girls could apply for courses offered in the other building.

Entrance requirements

In addition to age and sex, other barriers can prevent students from gaining access to vocational training. Such obstacles include prior school performance, scores on aptitude tests, and specific entrance requirements for particular occupations set by advisory committees. For example:

School officials in one city told us that disapproval of applications for admission to that city's career development center was based on poor record of achievement, poor attendance, and poor disciplinary record. Only about 8 percent of the city's 36,000 high school students were enrolled at the center, yet over 500 spaces were unfilled in fall 1973.

Postsecondary school officials in several cities said graduation from high school or the equivalent is required for many trades for which licensing or union apprenticeship is required, even though students have successfully completed postsecondary training. High school graduation or the equivalent also is required for students seeking Federal assistance under the Higher Education Act of 1965, as amended, to support their postsecondary vocational training, which may prevent some students from pursuing such training.

Teacher tenure

Vocational education's capacity to respond to changing labor market needs depends to a great extent on adaptability of the instructional force. The education codes of most of the States we visited authorized school districts to dismiss vocational teachers if training in particular occupational areas no longer could be justified.

School officials told us, however, that once teachers obtained tenure with the school system, it is difficult to dismiss them. The specialty areas of teachers then become the determinant for course offerings, rather than current or anticipated job opportunities.

Scheduling

Flexible scheduling, which provides for several course starting and completion dates, enables training institutions to respond to individual and community needs. However, we were told that students enter many VEA-funded programs only once or twice during the year. Because most public schools operate on a 9-month year, graduates flood the labor market in June and are not always able to be absorbed immediately. As a consequence, graduates may wait months to locate suitable employment, or they may be forced to accept jobs not necessarily related to their training. On effort to alleviate the problem of entry into the job market has been staggering the flow of graduates.

One State we visited planned to implement a 12-month school year with students selecting whichever three of four quarters they wished to attend.

Another State was experimenting with early placement, which placed students in jobs as students were ready rather than when the school year was officially over.

CONCLUSIONS

Although VEA's focus is on implementing changes needed to align program offerings more closely with areas of expanding employment opportunity, large enrollments have persisted in program areas with only a limited relationship to labor market considerations. As a result, graduates do not always obtain employment in fields for which they are trained, and there is little assurance that manpower needs in new and emerging occupations are being addressed. When States and LEAs continue to support with Federal funds, programs which offer limited opportunity for employment, it is questionable whether such action is consistent with VEA's intent.

RECOMMENDATIONS TO THE SECRETARY OF HEW

The Secretary of HEW should:

Expand efforts to develop labor market data in a form which will better enable vocational planners at State and local levels to match occupational training with manpower needs, by working cooperatively with the Department of Labor, and provide technical assistance to States for training vocational planners in the use of such data.

Assist States in developing techniques for obtaining information from students and employers to assess the appropriateness and adequacy of training and annually review the extent to which changes have been made in programs as a result.

Assist States in identifying and implementing strategies to eliminate or dissipate barriers which inhibit improvement or expansion of vocational programs or restrict persons from fully participating, and evaluate periodically State progress and advise the Congress. For instance:

1. Review legislative provisions and administrative procedures designed to protect workers under the age of 18, and implement an action plan for the consideration of the Congress and State legislatures to change the laws and procedures to enable youth to interact wtih the adult world in ways that will better prepare them for the transition from school to work.
2. Implement applicable provisions of title IX of the Education Amendments of 1972 to eliminate sex discrimination in vocational education, particularly by adopting techniques proved effective in recruiting members of one sex to occupations traditionally considered the prerogative of the other sex.
3. Analyze entrance requirements to institutions and courses and advise States that Federal funds are not to be used to support programs which unfairly deny entrance to students who want training.

AGENCY COMMENTS AND GAO EVALUATION

HEW generally concurred with our recommendations and stated it had taken or planned to take actions to implement them. (See app. V.) HEW will:

Cooperate with BLS to develop (1) manpower supply and demand data for dissemination to SEAs by July 1976, and (2) a matrix of available data and strategies for use in improving comprehensive State and local vocational education planning; monitor a study which is supposed to identify by January 1976 planning elements needed in State and local planning; schedule regional conferences in fiscal year 1976 for State and local planners to strengthen the use of available labor market data.

Start a review in fiscal year 1975 of selected ongoing State followup studies of vocational students to determine their effectiveness and appropriateness for consideration in other States; develop a national sampling technique for student followup for use by States in fiscal year 1976.

Evaluate periodically, and advise the Congress, of progress made by the States in overcoming barriers which inhibit improvement or expansion of vocational programs and restrict persons from fully participating.

Work closely with DOL to review legislative provisions designed to protect students enrolled in vocational programs. We believe [illegible], because age limitations restrict students from interacting with the world of work, HEW's review of pertinent legislative provisions and administrative procedures should culminate in implementation of an action plan to change such laws and procedures.

Request changes in State statistical reporting procedures to provide data on enrollments by sex in vocational programs in fiscal year 1975; undertake a study in fiscal year 1976 to identify successful recruiting techniques that have resulted in increased enrollments of one sex in occupational areas traditionally considered the prerogative of the other sex. The information developed through these efforts should be helpful, but we believe that HEW should take more aggressive action to eliminate the sex-stereotyping so prevalent in vocational education.

Examine entrance requirements, through a national appraisal of postsecondary vocational programs conducted by the Office for Civil Rights, and seek remedy in instances where Federal laws are violated; monitor vocational education institutional policies on all State and local visits to determine if unfair entrance requirements exist. Although these efforts should aid in identifying entrance barriers, we believe that reference to the survey conducted by the

Office for Civil Rights is misleading. According to an Office for Civil Rights official, this survey represents a first attempt to obtain information about 1,500 area vocational schools—800 of which are postsecondary. He said that such information has not been collected about vocational programs offered by high schools in the country's approximately 17,000 LEAs. In our opinion, HEW should also take action to insure that entrance barriers are identified at the high school level, where the major portion of vocational enrollments are concentrated.

RECOMMENDATIONS TO THE CONGRESS

The Congress, in its deliberations about VEA, should consider:

Requiring that Federal vocational funds directed to LEAs for programs be used for those skill areas for which existing or anticipated job opportunities, whether local, regional, or national, can be demonstrated.

Requiring that work experience be an intgeral part of part B programs to the extent feasible.

Requiring that schools take responsibility for job placement assistance and followup in federally supported vocational education programs.

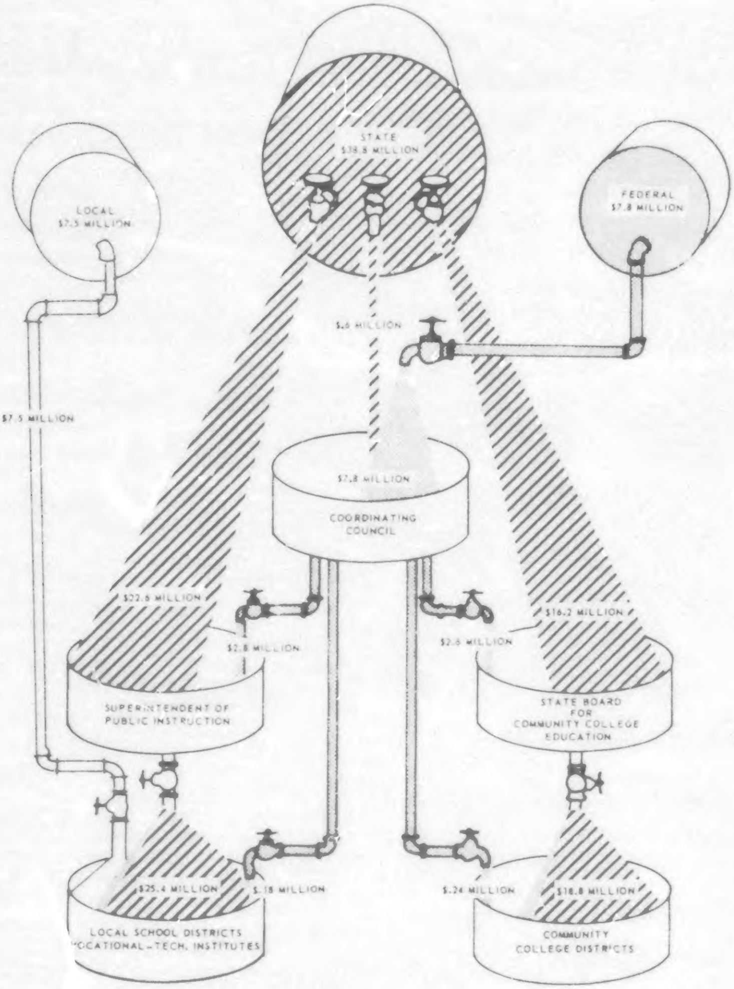
The Congress also may wish to reduce the impact of several barriers which inhibit persons from participating in vocational education, by:

Considering amendment of the general provisions of the Higher Education Act of 1965 (20 U.S.C. 1088), specifically the provisions relating to definition of eligibility for particular student assistance programs, so that students without a high school diploma or the equivalent can take advantage of Federal grant and loan programs for postsecondary schools, by allowing designated school officials to certify students as eligible on the basis that they could reasonably be expected to complete the courses satisfactorily.

Considering amendment of VEA to remove restrictions which result in vocational education opportunities being limited to those in or above ninth grade. Not all handicapped youth, for example, can reach the secondary level, yet need vocational services and training.

APPENDIX I

FLOW OF VOCATIONAL FUNDING IN ONE STATE


STATE
$38.8 MILLION
LOCAL
$7.5 MILLION
FEDERAL
$7.8 MILLION
$.6 MILLION
$7.5 MILLION
$7.8 MILLION
COORDINATING COUNCIL
$22.6 MILLION
$2.8 MILLION
$2.6 MILLION
$16.2 MILLION
SUPERINTENDENT OF PUBLIC INSTRUCTION
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
$25.4 MILLION
$.18 MILLION
$.24 MILLION
$18.8 MILLION
LOCAL SCHOOL DISTRICTS VOCATIONAL-TECH. INSTITUTES
COMMUNITY COLLEGE DISTRICTS

Appendix I

FLOW OF VOCATIONAL FUNDING IN ONE STATE

The source of the illustration is a 1972 State advisory council on vocational education report. According to the report, the source for all data was the State's coordinating council for occupational education, and the figures are from fiscal year 1972. The main purpose of the illustration is to depict sources and flow of vocational education funding. The data depicted is subject to some correction. Although the dollar amounts cited are fiscal year 1972 actual, they have been rounded for clarity. The total State and local dollars reported as going to local school districts and vocational-technical institutes was $30.1 million. This amount was divided into $22.6 million States and $7.5 million local to depict the local funding sources. Without extensive data analysis, the State advisory council found it impossible to show an actual amount for local. The $7.5 million is an estimate based upon general analysis of the common school distribution formula and actual breakdown from vocational-technical institutes.

In addition, the report stated that: "* * * It appears to be impossible to accurately split local from State funds because of the equalization formula and the manner in which associated records are kept in the Office of the Superintendent of Public Instruction."

Appendix II

STATE AND LOCAL DOLLARS FOR EVERY FEDERAL DOLLAR, VEA PART B

State	Fiscal year			
	1970	1971	1972	1973
Alabama [1]	4.41	3.17	2.84	2.77
Alaska	4.57	5.55	6.17	8.69
Arizona	2.52	2.53	3.12	3.65
Arkansas	1.56	1.60	1.95	2.19
California	6.33	5.67	6.51	7.10
Colorado	2.85	5.04	6.05	5.74
Connecticut [1]	9.14	7.55	11.44	7.27
Delaware [1]	8.60	8.82	8.34	8.47
District of Columbia [1]	3.03	1.76	4.42	1.59
Florida	3.41	5.74	5.25	7.78
Georgia [1]	3.24	3.21	2.65	2.92
Hawaii	2.89	4.31	3.01	3.73
Idaho	2.24	2.63	2.33	2.77
Illinois	8.89	11.26	9.35	10.65
Indiana	1.59	1.69	1.97	1.96
Iowa [1]	6.55	6.07	5.09	5.47
Kansas	2.79	2.82	3.06	3.13
Kentucky [1]	3.52	3.47	2.86	2.95
Louisiana	1.41	1.45	2.03	2.36
Maine	2.76	4.07	6.74	5.42
Maryland [1]	7.64	7.98	9.18	7.40
Massachusetts [1]	27.35	13.02	14.10	13.48
Michigan	2.65	2.90	3.49	3.10
Minnesota	5.04	5.91	5.85	9.70
Mississippi	1.95	2.80	2.71	3.57
Missouri [1]	4.25	3.02	3.74	3.27
Montana	3.24	3.10	3.55	3.47
Nebraska	2.35	3.12	2.61	3.15
Nevada [1]	4.96	4.81	3.86	4.23
New Hampshire [1]	3.52	3.30	3.33	2.59
New Jersey	3.25	2.60	2.44	4.13
New Mexico	1.71	2.24	2.16	4.42
New York	14.91	9.86	10.52	11.51
North Carolina	5.19	6.37	5.87	6.90
North Dakota	2.57	2.42	2.07	2.49
Ohio [1]	6.37	8.80	5.63	5.53
Oklahoma	3.48	4.10	2.78	3.64
Oregon	3.78	5.71	5.21	12.78
Pennsylvania	6.55	8.04	6.28	7.08
Rhode Island	3.22	5.99	6.07	3.24
South Carolina [1]	3.34	2.21	1.64	2.10
South Dakota	1.85	1.68	1.45	2.13
Tennessee	1.84	2.89	3.57	3.56
Texas	2.54	3.65	3.65	3.27
Utah	4.04	6.48	6.30	7.92
Vermont	6.13	10.78	15.59	7.81
Virginia	2.83	2.94	2.66	3.38
Washington	8.33	5.63	5.63	8.51
West Virginia	1.85	1.70	1.99	2.66
Wisconsin	8.31	8.01	8.31	8.71
Wyoming [1]	5.98	5.53	5.09	4.96
National	5.32	5.60	5.34	5.93

[1] States which spent fewer State and local dollars for every Federal dollar in fiscal year 1973 than in fiscal year 1970.

Source: OE annual vocational and technical education selected statistical tables.

STATE AND LOCAL DOLLARS FOR EVERY FEDERAL DOLLAR, VEA PART B, DISADVANTAGED

State	Fiscal year			
	1970	1971	1972	1973
Alabama [1]	0.68	0.89	0.07	0.54
Alaska	0	19.32	9.77	9.68
Arizona	.02	.05	.14	.15
Arkansas [1]	1.40	1.23	1.30	1.24
California [1]	3.15	1.81	3.76	1.71
Colorado [1]	.23	.52	.22	.16
Connecticut	3.80	4.61	7.12	5.48
Delaware [1]	.90	1.18	.68	.88
District of Columbia [1]	.97	.71	.07	.08
Florida	0	3.29	2.03	2.79
Georgia	0	1.11	.03	.03
Hawaii	0	.37	.02	0
Idaho	0	0	0	0
Illinois	0	1.28	.99	10.65
Indiana [1]	.88	.53	1.38	.66
Iowa	.71	1.22	.88	1.04
Kansas [1]	.89	1.54	.01	.14
Kentucky	.19	.17	.27	.27
Louisiana [1]	1.38	1.43	.98	.98
Maine	0	0	0	.11
Maryland	2.45	2.40	2.39	2.50
Massachusetts	.22	.74	1.17	.49
Michigan [1]	.31	0	0	0
Minnesota [1]	.84	.26	.44	.66
Mississippi	.76	.94	.71	1.12
Missouri [1]	.65	.17	.17	.06
Montana	0	.04	.25	.19
Nebraska [1]	1.02	.72	.72	.63
Nevada	.94	3.30	2.14	2.69
New Hampshire	.09	.09	1.06	2.13
New Jersey	.59	.27	.65	1.52
New Mexico	1.95	3.02	2.53	3.04
New York	5.87	6.68	5.25	6.89
North Carolina [1]	.71	.75	.36	.31
North Dakota [1]	.68	.31	.18	.13
Ohio	2.42	1.53	6.03	4.42
Oklahoma	3.88	4.44	5.23	4.23
Oregon	.16	1.05	.54	1.75
Pennsylvania	1.73	1.83	1.58	2.29
Rhode Island [1]	3.14	2.43	2.28	.43
South Carolina	.03	.04	.03	.10
South Dakota [1]	1.15	1.87	1.58	.68
Tennessee	.63	.78	.86	.95
Texas	.96	3.53	1.83	1.60
Utah [1]	2.90	1.15	1.04	1.22
Vermont [1]	7.15	1.64	10.65	3.94
Virginia [1]	1.45	1.31	1.29	1.20
Washington [1]	3.32	1.19	1.17	2.11
West Virginia [1]	.10	0	.05	.06
Wisconsin	.56	.49	.84	.98
Wyoming [1]	1.00	1.09	1.42	.86
National	1.58	1.70	1.35	2.19

[1] States which expended fewer State and local dollars for every Federal dollar in fiscal year 1973 than in fiscal year 1970.

Source: OE annual vocational and technical education selected statistical tables.

STATE AND LOCAL DOLLARS FOR EVERY FEDERAL DOLLAR, VEA PART B, HANDICAPPED

State	Fiscal year			
	1970	1971	1972	1973
Alabama	0.24	0.50	0.28	0.36
Alaska	.15	1.42	1.88	.27
Arizona	.18	.09	.30	.24
Arkansas	.34	.41	.55	.62
California [1]	3.36	1.16	.52	.34
Colorado [1]	2.82	2.18	2.49	2.76
Connecticut	.03	1.76	1.83	1.64
Delaware	1.21	1.43	1.25	1.50
District of Columbia	0	0	.29	0
Florida	0	.59	.90	.90
Georgia	0	.27	0	0
Hawaii	0	.63	.18	.15
Idaho	0	0	0	0
Illinois	.89	1.85	1.67	10.57
Indiana [1]	.41	2.43	.40	.35
Iowa	.82	1.17	.54	1.24
Kansas [1]	1.11	.96	.02	.11
Kentucky	.18	.22	.31	.33
Louisiana	1.17	1.10	2.00	1.47
Maine	0	0	0	.15
Maryland [1]	1.90	1.86	2.19	.88
Massachusetts	0	.17	.28	.32
Michigan [1]	.11	0	0	0
Minnesota [1]	.54	.07	.20	.28
Mississippi	.06	.31	.29	.53
Missouri [1]	.75	.03	.24	.04
Montana	0	.01	.36	.10
Nebraska [1]	1.06	.52	.47	.46
Nevada	1.01	3.32	2.26	2.35
New Hampshire	.46	1.85	1.55	2.32
New Jersey	.67	65	.66	1.24
New Mexico [1]	1.24	1.67	1.08	.66
New York [1]	9.69	1.92	2.75	2.65
North Carolina [1]	.47	.24	.21	.29
North Dakota	0	.16	.16	.17
Ohio	.16	.21	.09	.26
Oklahoma	.14	.09	.12	.36
Oregon	.39	1.71	.76	1.61
Pennsylvania [1]	1.34	1.01	.61	.51
Rhode Island	.54	.08	.23	.61
South Carolina	.02	.05	.10	.14
South Dakota [1]	1.16	1.49	1.01	.42
Tennessee	0	0	.41	.32
Texas	.14	.02	.23	.36
Utah	1.52	2.40	.31	1.90
Vermont [1]	.21	0	0	0
Virginia [1]	1.18	1.07	.90	.84
Washington [1]	2.45	1.60	1.56	2.33
West Virginia [1]	.79	.09	.30	.03
Wisconsin	.45	.44	.27	.62
Wyoming [1]	2.75	1.00	1.94	.92
National	1.43	.80	.70	1.10

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[1] States which expended fewer State and local dollars for every Federal dollar in fiscal year 1973 than in fiscal year 1970.

Source: OE annual vocational and technical education selected statistical tables.

Appendix III

PERCENT OF FEDERAL VOCATIONAL EXPENDITURES FOR DISADVANTAGED, VEA PART B

States	Fiscal year			
	1970	1971	1972	1973
Alabama	22.3	13.4	15.0	15.0
Alaska	0	15.0	16.2	16.6
Arizona	12.1	19.1	16.3	15.8
Arkansas	25.1	23.9	24.6	23.1
California	15.2	15.0	15.2	15.0
Colorado	16.2	13.4	16.4	11.0
Connecticut	20.5	13.0	15.1	23.2
Delaware	16.4	15.6	15.7	14.2
District of Columbia	20.6	16.1	34.0	9.5
Florida	15.2	19.0	21.1	23.4
Georgia	20.0	19.1	24.3	16.1
Hawaii	12.3	16.7	15.0	22.2
Idaho	10.3	10.4	11.3	14.4
Illinois	26.0	31.7	31.6	15.0
Indiana	15.0	15.7	15.0	9.9
Iowa	7.3	12.0	17.0	20.5
Kansas	14.6	10.8	7.2	15.1
Kentucky	8.4	18.6	12.1	20.4
Louisiana	16.6	16.9	22.8	24.6
Maine	17.9	14.9	17.6	13.4
Maryland	13.8	19.8	14.6	15.5
Massachusetts	4.1	12.5	13.0	30.1
Michigan	15.0	16.0	4.3	11.8
Minnesota	12.5	18.4	17.3	17.4
Mississippi	15.2	17.1	14.9	14.5
Missouri	10.8	13.9	15.2	18.3
Montana	16.0	19.6	14.9	14.6
Nebraska	7.9	10.7	14.9	22.5
Nevada	17.4	18.0	25.0	20.9
New Hampshire	4.6	14.0	27.4	15.2
New Jersey	15.7	15.4	16.5	15.5
New Mexico	15.0	16.2	15.3	15.1
New York	24.3	14.1	19.1	15.9
North Carolina	13.9	15.3	16.6	20.5
North Dakota	8.8	16.3	16.3	15.2
Ohio	13.6	14.9	13.3	17.0
Oklahoma	26.5	20.7	18.4	19.6
Oregon	13.6	15.2	16.3	9.6
Pennsylvania	19.8	18.9	19.1	19.1
Rhode Island	2.5	22.0	18.0	12.8
South Carolina	18.2	13.7	12.6	14.8
South Dakota	15.0	22.8	21.2	17.2
Tennessee	21.3	18.9	20.6	20.9
Texas	11.5	7.1	13.1	15.5
Utah	15.0	17.6	15.4	14.6
Vermont	13.5	30.4	15.8	26.7
Virginia	11.6	16.4	16.0	16.8
Washington	16.0	19.6	17.5	16.5
West Virginia	15.8	15.9	10.9	16.9
Wisconsin	15.8	15.0	14.8	13.6
Wyoming	15.0	15.5	13.0	20.1
National	16.0	16.3	17.1	17.0

Source: OE annual vocational and technical education selected statistical tables.

PERCENT OF FEDERAL VOCATIONAL EXPENDITURES FOR HANDICAPPED, VEA PART B

States	Fiscal year			
	1970	1971	1972	1973
Alabama	6.6	13.0	10.0	10.0
Alaska	11.5	10.0	10.1	11.1
Arizona	8.2	11.9	12.0	10.0
Arkansas	9.7	11.8	12.2	13.4
California	10.1	10.0	11.8	10.3
Colorado	9.7	12.0	10.4	10.3
Connecticut	2.9	14.9	8.2	10.1
Delaware	9.3	12.3	10.5	9.4
District of Columbia	8.2	8.8	18.3	11.1
Florida	6.7	12.9	10.9	16.9
Georgia	11.0	10.0	13.1	12.3
Hawaii	8.7	10.4	9.5	13.0
Idaho	2.2	8.2	9.1	10.2
Illinois	10.1	10.2	10.1	10.3
Indiana	10.0	10.4	10.0	9.0
Iowa	8.2	12.0	12.0	9.6
Kansas	5.3	10.0	5.3	10.5
Kentucky	5.6	10.5	8.3	15.4
Louisiana	4.0	6.1	8.9	10.6
Maine	10.9	10.4	12.4	7.8
Maryland	10.3	12.3	8.1	9.5
Massachusetts	0	8.5	16.5	13.7
Michigan	10.0	10.7	3.8	7.9
Minnesota	10.1	9.6	10.3	9.8
Mississippi	9.5	8.4	8.3	14.4
Missouri	2.3	14.9	3.3	11.6
Montana	11.3	10.2	9.8	13.4
Nebraska	1.8	8.6	11.8	9.3
Nevada	10.4	10.4	14.4	15.5
New Hampshire	.6	11.2	11.5	8.8
New Jersey	10.8	10.1	11.0	10.2
New Mexico	10.0	10.1	10.9	10.0
New York	8.7	11.9	8.8	10.1
North Carolina	5.4	10.2	11.2	10.9
North Dakota	1.5	11.9	10.9	11.9
Ohio	6.2	11.8	9.5	13.2
Oklahoma	7.8	11.1	10.1	10.0
Oregon	8.9	10.0	10.9	7.8
Pennsylvania	11.8	9.6	10.8	16.6
Rhode Island	2.1	16.7	12.1	11.9
South Carolina	10.8	10.4	8.5	9.8
South Dakota	3.8	5.2	7.1	7.8
Tennessee	8.7	10.8	13.1	14.9
Texas	7.6	14.3	12.5	8.6
Utah	11.0	8.0	11.9	10.[illegible]
Vermont	11.4	8.6	15.5	1[illegible].4
Virginia	3.5	4.9	5.3	11.1
Washington	11.0	13.2	11.7	12.1
West Virginia	5.1	5.2	12.7	10.1
Wisconsin	10.0	10.1	9.2	9.4
Wyoming	10.0	10.6	7.1	11.6
National	8.2	10.7	10.2	11.1

Source: OE annual vocational and technical education selected statistical tables.

PERCENT OF FEDERAL VOCATIONAL EXPENDITURES FOR POSTSECONDARY, VEA PART B

State	Fiscal year 1970	1971	1972	1973
Alabama	22.3	7.3	15.0	17.7
Alaska	16.0	15.0	17.1	15.4
Arizona	25.7	31.1	26.9	24.4
Arkansas	35.7	34.0	33.9	28.7
California	23.2	23.4	21.3	25.0
Colorado	21.7	35.1	19.9	47.3
Connecticut	15.1	15.3	19.8	19.1
Delaware	13.1	15.4	16.1	14.2
District of Columbia	13.5	21.9	22.0	19.8
Florida	22.7	28.8	22.4	24.9
Georgia	40.7	25.4	39.9	44.7
Hawaii	58.8	59.8	61.9	51.7
Idaho	41.7	54.4	54.6	52.5
Illinois	16.4	12.6	19.3	12.0
Indiana	15.1	15.7	15.0	16.6
Iowa	57.2	55.9	53.7	51.8
Kansas	24.4	28.6	31.6	27.2
Kentucky	17.4	18.8	18.0	28.0
Louisiana	27.5	32.4	23.8	22.9
Maine	16.7	27.3	21.9	19.0
Maryland	26.5	25.8	19.0	14.7
Massachusetts	12.6	14.6	11.1	27.0
Michigan	15.5	20.6	21.5	23.5
Minnesota	24.7	35.3	23.7	21.6
Mississippi	18.9	17.8	16.3	20.0
Missouri	17.4	14.4	16.8	18.9
Montana	45.2	48.1	58.9	61.4
Nebraska	28.4	35.1	30.2	29.1
Nevada	21.9	19.7	16.9	16.9
New Hampshire	16.5	19.2	13.5	18.9
New Jersey	13.9	17.8	16.5	16.7
New Mexico	35.7	40.4	44.7	48.8
New York	15.2	16.4	15.1	13.6
North Carolina	18.1	17.4	15.2	18.4
North Dakota	18.3	40.6	29.9	26.2
Ohio	18.6	17.7	17.6	29.8
Oklahoma	23.5	31.8	27.2	30.2
Oregon	26.3	31.6	30.1	33.2
Pennsylvania	19.2	26.5	20.1	22.8
Rhode Island	16.1	12.2	15.7	10.5
South Carolina	19.2	17.3	14.1	15.7
South Dakota	29.6	26.8	29.0	24.6
Tennessee	33.4	44.2	34.9	29.9
Texas	38.9	28.0	23.7	20.1
Utah	40.4	21.2	35.0	39.0
Vermont	25.3	15.2	28.2	19.4
Virginia	19.1	23.0	20.0	12.1
Washington	24.8	15.2	43.3	46.9
West Virginia	15.9	15.7	16.6	16.8
Wisconsin	17.0	14.0	16.9	22.0
Wyoming	20.5	25.7	32.5	34.6
National	23.1	22.9	22.4	23.7

Source: OE annual vocational and technical education selected statistical tables.

Appendix IV

VOCATIONAL EDUCATION ENROLLMENT, COMPLETION, EMPLOYMENT, FISCAL YEAR 1972

[Numbers in thousands]

	Agriculture	Distributive (sales)	Health	Home economics (gainful)	Home economics not for wages	Office	Technical	Trade and industry	Other[1]
Enrollment:[2]									
Secondary	603	263	59	162	2, 469	1, 508	39	952	1, 223
Postsecondary	35	103	177	38	31	360	189	357	46
Enrollment in program as percent of total enrollments at each level:									
Secondary	8	4	1	2	34	21	1	13	17
Postsecondary	3	8	13	3	2	27	14	27	3
Completions:[3]									
Secondary	108	114	29	46	....	440	11	279	3
Postsecondary	9	26	64	9	....	89	41	90	1
Completions as percent of enrollment in program at levels:									
Secondary	18	43	50	29	....	29	30	29	0
Postsecondary	25	25	36	23	....	25	22	25	2
Available to work:[4]									
Secondary	60	67	17	22	....	224	5	168	1
Postsecondary	7	19	51	6	....	69	30	74	0
Available to work as percent of total completions:									
Secondary	56	59	56	48	....	51	42	60	34
Postsecondary	77	75	80	70	....	78	74	82	62
Employed full-time in field trained or related field as percent of available to work:									
Secondary	70	69	70	53	....	62	49	61	57
Postsecondary	82	82	88	79	....	77	80	76	66

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[1] Group guidance, remedial programs, and special programs.

[2] Enrolled in instruction in one or more occupational preparation classes.

[3] Completed required sequence in a vocational program and left school or graduated.

[4] Does not include those who continued their education, joined the Armed Forces, or were otherwise not available to be placed in employment, or whose status was unknown.

Source: OE Vocational and Technical Education Selected Statistical Tables for 1972 and OE computer printouts.

Appendix V

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., December 10, 1974.

MR. GREGORY J. AHART, *Director, Manpower and Welfare Division, U.S. General Accounting Office, Washington, D.C.*

DEAR MR. AHART: As requested, we are pleased to furnish you with our comments, enclosed, on your draft report to the Congress entitled, "What is the Role of Federal Assistance for Vocational Education?" We have addressed our comments to the report's recommendations as modified based on a meeting of representatives of the Comptroller General and the Department on November 22. Also, we understand that certain parts of the draft report we reviewed will be modified to incorporate further references to positive results achieved by the Vocational Education Program.

We appreciate the opportunity to meet and discuss this report with your representatives, and to comment on it in draft form.

Sincerely yours,

JOHN D. YOUNG,
Assistant Secretary, Comptroller.

Enclosure.

Department of Health, Education, and Welfare Comments Pertaining to the Draft Report by the General Accounting Office Entitled "What Is the Role of Federal Assistance for Vocational Education?"

GAO Recommendations to the Secretary, HEW

HEW should: Identify and accumulate data about strategies for providing vocational education that are catalytic and offer the greatest payoff, and review the use of Federal funds to assure that they serve the catalytic role intended by Congress.

Department Comment

We concur with the recommendation that additional data on vocational education are needed. An improved data base for decision-making is one major outcome expected from Office of Education research contracts. "Administration of vocational education at the State level" is a high priority area for research in fiscal year 1975 under Part C of the Act and proposals are being solicited which will design, develop and field test a comprehensive educational management and information system. Additionally, we will develop procdueres for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest pay-off. We assume "greatest pay-off" means most cost effective.

We believe our procedures do give assurance that Federal funds are indeed used as a catalyst as well as for all of the other purposes authorized in the Act. We believe that catalytic effect is demonstrated by such things as significant increases in enrollment, the increased number of area vocational schools constructed in the last few years and the subsequent tripling of new training stations, the addition of programs in new and emerging occupations, the number of disadvantaged and handicapped students being served, and the continued State and local matching funds far in excess of those required by law. Consequently, we do not concur with the last part of this recommendation because we do not agree with the assumption that funds are not now being used as catalytic.

GAO Recommendations to the Secretary, HEW

HEW should: Develop with States an improved approach to planning which will better meet State needs as well as provide information necessary to adequately monitor and evaluate Federal program expenditures.

Department Comment

We concur with this recommendation. Vocational Education legislation soon to be introduced, emphasizes the continued need for improved long-range planning.

GAO Recommendations to the Secretary, HEW

HEW should: Expand management evaluations to State and local vocational education programs supported by Federal funds.

Department Comment

We concur with this recommendation. The law places responsibility for evaluation of programs on the National Advisory Council for Vocational Education, the State Advisory Councils, and State Boards for Vocational Education. Reports of these evaluations are a matter of public record. The Office of Education conducts impact evaluation studies on a regular basis for reporting program status to Congress. We will attempt to expand management evaluation at the State and local levels.

GAO Recommendations to the Secretary, HEW

HEW should: Expand its effort to enforce the requirement that all local and State education agencies, in planning vocational programs, identify the needs of public and private business, industry, labor and students, and that those needs be considered the primary basis for decision-making about provision of vocational services supported by the VEA.

Department Comment

We concur with this recommendation that data are needed for planning vocational education programs. The present review and approval procedure for the State Vocational Education plan attempts to assure that the planning needs identified in the recommendations are being met. Local plans and applications required by States contain similar requirements. In regularly scheduled meetings and workshops throughout the year we will continue to assist the States in strengthening and improving comprehensive State and local planning. In addition we are currently monitoring 21 projects in 19 States that were developed in response to a 1974 research priority entitled "*Manpower Information and Systems for Education.*"

GAO Recommendations to the Secretary, Hew

HEW should: Expand its efforts to have State and local education agencies establish working partnerships among all institutions providing occupational training at all levels—secondary, postsecondary, adult.

Department Comment

We concur with this recommendation. Many States have commissions to coordinate public and private agencies at all levels and represent various interest groups and institutions. The activities of State Advisory Councils for Vocational Education complement such coordination and assist local advisory councils in promoting such working partnerships. We will encourage State agencies to assist local education agencies in developing working partnerships among local institutions.

GAO Recommendations to the Secretary, HEW

HEW should: Increase its efforts in the development of vocational information systems that will provide comparable data, and continuously review utilization of that data to improve vocational programs.

Department Comment

We concur with this recommendation. The vocational education information system for collecting statistical information provides for annual reporting of comparable data by all States and is constantly under review and modification. Leadership for improved reporting will be provided during the fiscal year through 10 regional training sessions for regional and State personnel responsible for reporting. We wish also to call attention to an Office of Education funded project entitled "The Development of a Basic Vocational Education Information System." In addition, a priority area for research in fiscal year 1975 under Part C of the Act entitled "Administration of Vocational Education at the State Level" will also address this recommendation.

GAO Recommendations to the Secretary, HEW

HEW should: Clarify the roles of various organizational entities within HEW involved in occupational training and implement some mechanism by which these jurisdictions can engage in coordinated, comprehensive planning.

Department Comment

We concur with the recommendation and will institute an intradepartmental coordinating council on Occupational Education which will meet monthly to discuss mutual interests. It will be presided over by the Assistant Secretary for Education.

GAO Recommendations to the Secretary, HEW

HEW should. Analyze actual State practices in distribution of Federal funds to determine consistency with the law's criteria.

Department Comment

State expenditure procedures as provided in the State Plan are reviewed for assurance that Federal funds are to be distributed in accordance with the criteria in the law. Regional program officers will continue to review State practices in carrying out these procedures to determine their effectiveness in actually meeting the varying needs of local education agencies. We will establish procedures to coordinate this effort with the HEW Audit Agency.

GAO Recommendations to the Secretary, HEW

HEW should: Improve technical assistance to States to help them in identifying, developing, and applying appropriate data which will adequately consider each criteria in the law.

Department Comment

We concur with this recommendation. We will expand the guidance we have already extended to the States in relation to criteria for the disadvantaged and handicapped. Insofar as staff resources permit, we will work with the Regional Offices in order to impact on the States' need to improve the identification, development and application of data pertinent to each criteria in the law.

GAO Recommendations to the Secretary, HEW

HEW should: Perform follow-up reviews to assure that States improve their distribution procedures so that Federal funds can be better targeted to meet needs defined in the law.

Department Comment

We concur in this recommendation and will direct the Regional Offices to provide technical assistance and follow-up reviews in the States to assist them in improving their distribution procedures in accordance with the Act.

GAO Recommendations to the Secretary, HEW

HEW should: Encourage State and LEA's to assess training resources and facilities in all geographic areas so the role of Federal funding can be viewed within the context of total available resources.

Department Comment

We concur with this recommendation. We believe that such information is essential to occupational planning. States are now required to include training data from available resources in their State Plans. In addition, LEA applications must be developed in consultation with representatives of education and training resources available in the area served and coordinated with training offered under CETA. We will encourage States to assess all training resources and facilities as a part of the state planning process to expand vocational and technical education training opportunities in all areas of the State. We will investigate possible sources of funds to implement a study in Fiscal Year 1976 which will assess various alternative training strategies.

GAO Recommendations to the Secretary, HEW

HEW should: Require that LEA's in their applications to SEA's describe and document the nature and extent of their cooperative efforts with other sources of training and employment.

Department Comment

We will review LEA application forms on file with State plans to determine to what extent the LEA's are now being required by States to describe and document cooperative efforts with other sources of training and employment. In those States where the information requested is inadequate we will assist the States in revising their application forms.

GAO Recommendations to the Secretary, HEW

HEW should: Work with States to increase flexibility in vocational training arrangements, through such mechanisms as expansion of the present school day, week or year; inclusion of transportation costs to make better use of existing facilities; and provision of vocational training in nonpublic facilities so that more peope can be trained in more occupational categories.

Department Comment

We concur with this recommendation and will continue to work with States to increase flexibility in vocational training arrangements and improve the use of resources. During Fiscal Year 1976 a project will be developed and funded to seek out successful examples of flexible arrangements and to develop models for use by States and LEAs in increasing flexibility in vocational training arrangements.

GAO Recommendations to the Secretary, HEW

HEW should: Work with States to identify statutes and administrative procedures which may prevent schools from utilizing other community training resources, and implement plans to remove these obstacles, including encouraging State Agencies to make recommendations to appropriate legislative bodies.

Department Comment

We concur with the recommendation and will develop an evaluative study to identify Federal and State statutes and administrative procedures that limit the use of community training resources. The dissemination of the results of the study will provide information useful in the development of plans to remove such obstacles. We will also disseminate the information through the Office of Management and Budget to the National Legislative Conference for their consideration.

It must be observed, however, that most institutional barriers are well recognized by State administrative personnel who have often been working for years to develop ways of removing such obstacles.

GAO Recommendations to the Secretary, HEW

HEW should: Discourage the use of VEA funds for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives, and then require sufficient flexibility so that facilities can be adapted to changing training requirements.

Department Comment

We concur with this recommendation. We will continue to encourage States, as they develop their annual and long-range plans, to weigh carefully the expenditure of Federal funds for additional facilities unless adequate justification can be provided and operational funds can be assured.

GAO Recommendations to the Secretary, HEW

HEW should: Expand efforts to develop labor market data in a form which will better enable vocational planners at State and local levels to match occupational training with manpower needs, by working cooperatively with the Department of Labor, and provide technical assistance to States for the training of vocational planners in the use of such data.

Department Comment

We concur with the recommendation and wish to call attention to activities to strengthen the supply and use of valid labor market data already initiated:

Monthly meetings are being held with DOL/BLS (Bureau of Labor Statistics) to develop manpower supply and demand data within States and selected labor market areas. State participation will be accelerated during the rest of the Fiscal Year. It is anticipated that data from this source will be available and disseminated to all State Divisions of Vocational and Technical Education by July 1, 1976.

Monitoring the North Carolina State University Research Center study which will identify planning elements needed in State and local planning. This information should be available by January 1, 1976.

We will cooperate with the Bureau of Labor Statistics in developing a matrix of available National, State, and local labor market data and strategies for use in improving comprehensive State and local vocational education planning. A series of regional conferences will be scheduled in Fiscal Year 1976 for State and local planners to strengthen the use of available labor market data at both the State and local planning levels.

GAO Recommendations to the Secretary, HEW

HEW should: Assist States in developing techniques for obtaining information from students and employers to assess the appropriateness and adequacy of training, and annually review the extent to which changes have been made in programs as result.

Department Comment

On-going activities and projects will be continued and strengthened to provide additional information from the follow-up of students and information from their employers. A staff review of selected on-going State follow-up studies to determine their effectiveness and appropriateness for consideration in other States will be started during the fiscal year 1975.

A National Sampling Technique for student follow-up will be developed for use by States in Fiscal Year 1976 and base year data of the National Longitudinal study of the high school graduating class of 1972 will be disseminated to States.

GAO Recommendations to the Secretary, HEW

HEW should: Assist States in identifying and implementing strategies to eliminate or dissipate barriers which inhibit improvement or expansion of vocational programs or restrict persons from fully participating. Periodically evaluate State progress, and advise Congress. Specifically:

Department Comment

We concur with this recommendation. It is recognized that a multiplicity of barriers exist in States which inhibit improvement or expansion of vocational education or which limit participation in these programs. Overcoming these barriers, which may have a long history in tradition, practices or laws, is a major concern at the Federal, State, and local levels. State vocational officials have shown continued sensitivity to such restrictions as: teacher certification requirements, union hiring practices, length of the school day, use of facilities for an extended day, student transportation, and use of private schools. We will periodically evaluate progress made by the States in overcoming these barriers and will advise Congress of the progress.

GAO Recommendations to the Secretary, HEW

HEW should. Review legislative provisions and administrative procedures designed to protect workers under the age of 18, and implement an action plan for the consideration of Congress and State legislatures to change the laws and procedures to enable youth to interact with the adult world in ways that will better prepare them for the transition from school to work.

Department Comment

We will continue to work very closely with the Department of Labor to review legislative provisions designed to protect the students enrolled in programs of vocational and technical education.

Pilot programs, such as "WECEP", have been operating as joint projects of the Departments of Labor and Health, Education, and Welfare to provide opportunities for students ages 14 to 15 to participate in work experience programs. We will initiate a request to the Secretary of Labor to extend "WECEP" to 14 and 15 year old students in all States.

GAO Recommendations to the Secretary, HEW

HEW should: Implement applicable provisions of Title IX of the Education Amendments of 1972 to eliminate sex discrimination in vocational education, particularly by adopting techniques proved effective in recruiting members of one sex to occupations traditionally considered the prerogative of the other sex.

Department Comment

We concur in this recommendation and have taken positive steps with the Office of Civil Rights and through Department policy directives to eliminate sex discrimination.

Changes in State statistical reporting procedures will be requested to provide data on enrollments by sex in all vocational and technical education programs in Fiscal Year 1975. In addition, we will undertake a study in Fiscal Year 1976 to identify successful recruiting techniques that have resulted in increased enrollments of the one sex in occupations traditionally considered the prerogative of the other sex.

GAO Recommendations to the Secretary, HEW

HEW should: Analyze entrance requirements to institutions and courses and advise States that Federal funds are not to be used to support programs which unfairly deny entrance to students who want training.

Department Comment

The National appraisal of postsecondary vocational education programs being conducted by the Office of Civil Rights will examine these requirements. States whose programs are found to be in violation of Federal laws will be required to remedy such situations. We will continue to monitor vocational education institutional policies on all State and local visits to determine if unfair entrance requirements exist.

Appendix VI

PRINCIPAL HEW OFFICIALS RESPONSIBLE FOR ADMINISTERING ACTIVITIES DISCUSSED IN THIS REPORT

	Tenure of office	
	From	To
Secretary of HEW:		
Caspar W. Weinberger	February 1973	Present.
Frank C. Carlucci (acting)	January 1973	February 1973.
Elliot L. Richardson	June 1970	January 1973.
Assistant Secretary for Education:		
Virginia Y. Trotter	June 1974	Present.
Charles B. Saunders, Jr. (acting)	November 1973	June 1974.
Sidney P. Marland, Jr	November 1972	November 1973.
Commissioner of Education:		
Terrell H. Bell	June 1974	Present.
John R. Ottina	August 1973	June 1974.
John R. Ottina (acting)	November 1972	August 1973.
Sidney P. Marland Jr	December 1970	November 1972.
Terrell H. Bell (acting)	June 1970	December 1970.
Deputy Commissioner, Occupational and Adult Education: William F. Pierce	January 1973	Present.
Associate Commissioner, Adult, Vocational, Technical, and Manpower Education:		
Charles H. Buzzell (acting)	June 1974	Present.
William F. Pierce (acting)	September 1973	June 1974.
Robert M. Worthington	August 1971	September 1973

Mr. Ahart. To evaluate the vocational education program as it relates to the expenditures of Federal funds, we reviewed implementation of the program at national, regional, State, and local levels. In the context of our national survey we concentrated our detailed review on programs in seven States—California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington—which together spent $146 million in fiscal year 1973, or 30 percent of the total $482 million of all Federal funds spent for the program that year.

Our study sought answers to the following questions:

(1) What role does the Federal dollar play?
(2) How is vocational education planned?
(3) How are Federal vocational funds distributed?
(4) How are training resources used?
(5) Is training related to employment?

1. WHAT ROLE DOES THE FEDERAL DOLLAR PLAY?

The act's stated purpose and the particular assurances it requires indicate that the Congress intended Federal dollars to be used to:

Encourage State and local governments to increase their funding;

Meet changing national needs for skilled manpower;

Increase enrollment in vocational programs;

Provide more training options for individuals, particularly persons with special needs.

However, the act also permits States to use Federal funds to maintain existing vocational programs.

Since enactment, State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities for the disadvantaged and handicapped have been expanded. Office of Education officials, State directors of vocational education, and the National Advisory Council on Vocational Education told GAO they attribute this progress in large part to Federal assistance provided under the act. We do not disagree with this.

However, it appears that Federal funds have not necessarily been used primarily to initiate new program options and extend opportunities, but in many instances have been used to maintain existing activities year after year.

Although in most States we visited the major portion of Federal assistance was directed to the local level, large amounts of Federal funds had been retained at the State level. Much of it was used to support administrative-type activities.

Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about $5 for every Federal dollar, in 17 States the ratio of State and local support to Federal support declined between fiscal year 1970 and fiscal year 1973.

Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given as high a priority with State and local support as with Federal support.

Although participation in vocational programs has grown, increased funding has not necessarily resulted in proportionately increased enrollment.

Factors cited by State directors of vocational education as contributing to the disparity included increased program costs and use of new funds to improve program quality, which would not necessarily result increased enrollments.

Office of Education officials told us there is little analysis of the way States use Federal funds and that the Office of Education does not know what the impact of Federal vocational funding actually has been.

We concluded that, since the Office of Education has not held States accountable for performance against criteria which emphasize the role of Federal funds as defined in the legislation, the Office of Education cannot insure that the intent of Congress will be met as to where and how funds should be targeted.

2. HOW IS VOCATIONAL EDUCATION PLANNED?

Our review indicated that:

Plans at State and local levels are prepared primarily to comply with Federal requirements and are not used to provide direction to programs or to measure program impact.

Needs of potential students and communities served by vocational education are not assessed on a systematic ongoing basis. State plans are developed around the amount of funds expected to be available, rather than on the basis of relative needs.

Organizational patterns at all levels—national, State, local—differs responsibility for vocational education and result in uncoordinated and isolated planning.

State and local advisory councils often have had limited impact on assuring that vocational programs will meet current and anticipated manpower needs. Although State advisory councils are responsible under the act for advising on development and administration of the State plan, in most States they had not been integrated into the planning process. In several instances, however, we observed that local advisory committees were the key to the success of vocational programs.

Data that would be helpful in planning is unavailable, inadequate, or unused.

We concluded that planning of vocational programs should be improved at national, State, and local levels so that vocational education can be provided in a manner that best serves student and community needs.

3. HOW ARE FEDERAL VOCATIONAL EDUCATION FUNDS DISTRIBUTED?

The act requires that States adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective States.

These criteria are (1) manpower needs and job opportunities, (2) differences in vocational education needs as among population groups, (3) relative ability of local communities to provide resources and, (4) relative cost of programs.

The Office of Education has not provided guidance with respect to the relative importance of the act's criteria. It has tended to accept statements of assurance in State plans that States will distribute funds according to these criteria and has not routinely monitored State distribution practices. Some major practices noted in the States we visited were:

Making funds available to all local education agencies within the State, rather than concentrating funds in selected areas with high needs;

Making funds available to local education agencies without adequately identifying the need in relation to the needs in other areas;

Making funds available without considering ability of local education agencies to provide their own resources.

We concluded that in many instances adequate consideration has not been given to the law's criteria for fund distribution.

4. HOW ARE TRAINING RESOURCES USED?

To respond effectively to the steadily increasing need for vocational training, as envisioned by the act, maximum consideration must be given to the use of all available training resources in the community. Although we observed several instances in which local officials had expanded the range of vocational offerings by using a variety of community-based facilities, in the States we visited vocational education authorities often had not made full use of existing resources.

Frequently, school officials at the local level had not explored possibilities of using either other public school facilities, federally funded manpower skills centers, military installations, proprietary schools, or employer sites to expand or strengthen vocational program offerings. Several factors accounted for underuse or nonuse:

In planning programs school officials frequently have considered only those facilities under their own control.

Training resources have not been inventoried to determine what was available.

Costs of training have not been adequately determined so that the most cost-effective choice could be made among alternative training strategies and delivery systems.

Delivery of training has been restricted to traditional course, time, and facility usage patterns.

Transportation often has not been provided as a means of linking students with training available in a variety of facilities.

Construction of new school facilities has been favored, and allocation of Federal funds for construction has not necessarily been contingent upon need factors or upon maximum use of existing community facilities—public or private.

In one community we visited, however, secondary schools and community colleges were using a variety of community-based resources, facilitated by the provision of transportation to carry students between schools and other training locations. This utilization strategy is described in our report. Briefly:

High school students were able to receive training at community colleges in technical areas not available at the high school level, as a result of the State's provision for concurrent enrollment.

Secondary schools and community colleges both were using military facilities and paying military instructors on an hourly basis as a way of expanding vocational-technical options for students. A the same time, community colleges reciprocated by providing instruction for military personnel in specialized fields not available at military installations.

The advantages of this relationship were expressed by the coordinator of one community college's biomedical technology program. Paraphrasing slightly, he said:

It will mean a significant saving of tax dollars because the clinical facilities and classrooms will be used by both the Navy and the college and will not have to be duplicated by either. It would not be financially feasible for any community college in the Nation to duplicate facilities and expertise provided by the Navy under this agreement.

Employer sites had become part of the vocational training network. For instance:

Air transportation programs offered by the local school district were conducted at two dozen separate facilities, including air freight offices, the Federal Aviation Administration tower, the weather bureau, car rental offices, national airlines, private flying service companies, and a convention and visitors' bureau. Instruction in health occupations took place at more than 20 different hospitals.

A major shopping center served as an extended campus of the school district to provide a laboratory for high school students enrolled in the applied marketing occupations program-17 stores participated, and classroom study related to students' training in the stores took place on the shopping center premises.

The community college district used a variety of public and private facilities for a range of courses, including a filtration plant, several banks, the State department of transportation, an auto body shop, a silk screen company, the county administration building, a post office, an insurance company, and large and small manufacturers.

We believe that delivery of vocational education could be improved if the available training resources in the area to be served were more fully taken into account in the planning process. We concluded that public education agencies should explore potential sharing of other resources in the community—particularly employer sites—and take steps to maximize the utilization of their own facilities.

5. IS TRAINING RELATED TO EMPLOYMENT?

There is little assurance that changing manpower needs are being addressed in secondary and postsecondary occupational programs supported by Federal funds. Many students are enrolled in traditional courses and are not always able to obtain employment in fields for which they are trained.

A number of factors have limited the relevancy of vocational programs:

Labor market needs have been neither fully nor realistically assessed.

Work experience often has not been an integral component of the vocational curriculum. Most schools were not operated on the philosophy that students learn best in an evironment of job realism. Students often were only exposed to simulated situations and performed theoretical exercises.

One institution we visited, however, which enrolled over 4,500 students in school year 1972–73, had developed working partnership with local employers and unions to provide realistic work experience for all students.

Occupational guidance has not received adequate attention.

Responsibility for job placement assistance has not been assumed routinely by schools. We did observe several schoools, however, which had made placement assistance available to vocational students, one with the aid of a State employment commission counselor assigned full-time and the other through job development and job placement specialists.

Vocational programs at all levels lacked adequate student followup.

Barriers, such as age, sex, and entrance requirements, have restricted access to training and empoyment.

At the conclusion of our review, in addition to obtaining comments from HEW, we met with six of the seven State directors of vocational education—one was unable to attend—to obtain their views on the issues discussed in the report. We also discussed these issues with several members of the National Advisory Council on Vocational Education. All these views were considered in the final report. HEW generally concurred with our recommendations and described actions taken or planned to implement them.

Our recommendations to the Congress, which we believe will help vocational education programs achieve maximum impact, are summarized on the last two pages of the report digest.

Mr. Chairman, that concludes the summary of our statement, but with your indulgence, before responding to questions, I would like to respond briefly to certain allegations made and widely publicized concerning our review and the resultant report.

First, our report has been characterized as being negative in tone and content and as an attack on vocational education. We cannot agree. We accept the concept of vocational education and the Federal support of it in accordance with congressional enactments of law.

Our report recognizes that since 1963 there has been a lot of program growth, attributed by the parties directly involved in its administration in large part to congressional enactments.

However, as you know, the focus of our efforts in reviewing most programs is on how they may be improved to better carry out the intent of the Congress and become more effective within the Federal resources which are allocated to the programs.

This focus necessitates that we concentrate our efforts to the extent that we can on those areas which offer the opportunity for improvement. In our review we did this, and our report reflects this. There was no intention to cast vocational education in a negative light, but rather to present a constructive critique of the program as it now operates and offer suggestions as to how it can be made more effective.

Second, it has been alleged that we made up our minds as to what would be said in the final report before we undertook our review. Again, we definitely disagree.

The basis for this allegation seems to be a draft report digest which was made available to a program administrator at the State level in August 1973, at the beginning of our review in that State.

Again, our limited resources, coupled with the vast nature of the activities of the Federal Government which we are charged with reviewing, necessitate that we concentrate our resources in those areas where we see the greatest potential for making a significant contribution to improved economy, efficiency or effectiveness.

Accordingly, before we commit large resources to a detailed review of this type, we engage in what we call a survey of the area involved. This survey is basically a planning effort, designed to permit us to focus larger resources in ways that will effect a good contribution.

At the culmination of the survey, documentation is prepared to guide the future study, including a draft of a digest of the expected resultant final report. The digest at this stage is basically a statement of the hypotheses which will be tested during the more detailed and intensive work. It is subject to revision before issuance of the final report on the basis of the information obtained during the detailed review and the comments and suggestions received both during the course of that work and as a result of exposure of the resultant report in draft form to those persons and institutions knowledgeable of the subject matter and having management responsibilities for the conduct of the program involved.

In this case, the survey phase of our work covered about 9 months and drew upon our past work in the area of vocational education, discussions with staffs of congressional committees and Federal program officials, and discussions with many program officials and members of advisory councils at various levels.

It also included an intensive review of the legislative history of the vocational educational program and guidance prepared by the administering Federal agency.

Under our procedures also, the final report product is subjected to a rather formidable internal review process during which any indication of undue bias would be detected and corrective action taken.

Any comparison of the draft digest prepared as a result of the survey work and prior to the commencement of the review and the digest and content of the final report issued December 31, 1974, would clearly show that we did not go into the review with a preconceived bias which unduly influenced our final reporting. We used normal techniques designed to permit us to use our limited resources most effectively in stimulating improvement in the accomplishment of congressional objectives.

Now we would be happy to respond to any questions you, Mr. Chairman, or members of the subcommittee may have.

Chairman PERKINS. Let me thank you, Mr. Ahart, as director of the Manpower Division of the GAO.

Naturally, constructive criticism is always good for the cause. I think you anticipated the first question, that your report has been described as negative in content and tone, and you well answered that question, in my judgment. But, to my way of thinking, the real purpose is to improve our present system and I hope your report will have just exactly that effect.

On page 3 you state, and I will stick by the 5-minute rule to start out here:

> It appears that Federal funds have not necessarily been used primarily to initiate new program options and extend opportunities, but in many instances have been used to maintain existing activities year after year.

There is no doubt in my mind but that some of the money has unwisely been expended, but at the same time the personnel in the Office of Education has been cut back considerably to the extent that they do not have adequate personnel to do all of the monitoring that you suggest, but at the same time it was contemplated by the Congress that this be a local program, that the innovative ideas come from the local people and that they train for jobs.

Now, in many instances the funds in the local communities, the States and the Federal Government, these people who were in my area, the Mayo School, you have a 98 percent placement rate. You have a waiting list of 1,400 or 1,500. No doubt they are training for the jobs such as automobile mechanics and carpentry and not getting out into innovative fields because they do not have the resources.

Do you have a response to that?

Mr. AHART. Certainly, Mr. Chairman, around the country there are a lot of examples such as the one you cite, where there is a good job being done of relating the specific vocational educational offerings to the employment market in that particular jurisdiction. We cite certain examples of that.

Chairman PERKINS. How did you select the sites to be included in this study? Give me a quick answer.

Mr. AHART. Basically we selected sites hoped to be representative of the Nation as a whole. We gave consideration in this to a number of factors, including geographic location, type of economic base existing in areas we selected, the population size and mix, the level of vocational funding, and the types of institutions and program activities. This was done I think for this reason, Office of Education officials concurred in our selection.

Chairman PERKINS. Anybody can go across the country and find objections to any program, you know, and to my way of thinking vocational education as a whole is the cheapest insurance against unemployment that we have.

But what do you consider the single most important finding of your review, right down to the nut cracking?

Mr. AHART. Mr. Chairman, I don't think of the five different findings chapters in our report that I would like to single out one as much more important than others, but I think we tried to lay out in a rather straightforward fashion several aspects of the program.

Chairman PERKINS. Well, I think you could certainly put a priority there, couldn't you?

Mr. AHART. I think when you look at them together, at least in my mind, Mr. Chairman, you see that planning is important, the types of vocational offerings in relationship to the employment market are important; it is important they make best use of training facilities available in the community and bring those together to deliver the most vocational education of the type required. So I think it is the whole package.

Chairman PERKINS. If you were asked to identify one change in the way vocational education is currently conducted, one change which would have the greatest impact on expanding opportunities for vocational training and assuring the relevancy of training to jobs, what would it be? That is the question that is most pertinent and should be answered directly.

Mr. AHART. I think the greatest benefit, Mr. Chairman, could be accomplished by doing a better job of pulling together the programs and facilities and resources at the local level so that we do the best job of putting them together on the problem and get the greatest range of options consistent with the employment market to the potential student body and probably do it more cost effectively.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. I would like to ask you a question referring to page 20. You mention you obtained comments of HEW. You met with six of the seven State directors. The report of GAO indicates the reaction of HEW, but we did not hear the reaction of the State directors. Do you have a statement on their reaction?

Mr. AHART. Yes, Mr. Quie, in that case we tried to give consideration in the final version of the report to the reactions of the State directors to statements we had made. One good example that comes to mind is, we make the point in the report that despite the increase in vocational education funds there has not necessarily been a proportionate increase in the number of enrollments in the program.

Now the State directors pointed out to us—and I think this was clear to us earlier also—there are several factors that impact upon this apparent disparity. Of course there is inflation, but even if you look at it in terms of real dollars, dollars at some point in time, there is still a disparity.

The State directors pointed out there are attempts to improve program offerings which are more costly. The types of programs being offered today are more costly than some of them were in the past. What we did was take their comments and try to put them in the report in the context of their statements to us to provide their reactions to the kinds of statements we made. You will find that interspersed throughout the report document.

Mr. Quie. I see. So what you have interspersed is not only the preliminary interview but the final interview?

Mr. Ahart. Yes.

Mr. Quie. What about the statement that they needed to provide information for the State plan but little attention was paid to that State plan afterwards? Was that in the preliminary or in the final interviews you had with them?

Mr. Ahart. The statement you just alluded to is one which is really the product of our work as well as the national advisory council and others, and there is an emphasis, and I think it is true in this program as well as quite a number of other programs where a State plan is required. The emphasis at that stage is meeting Federal requirements of submitting and getting approval of planning documents as a condition precedent to obtaining Federal funds rather than a concerted effort to making this a living document that provides program direction and guidance against specific and measurable goals. This was a product of the overall work.

Mr. Quie. Do the State directors have a reaction to the statement that the Federal Government should follow up on State plans, which they evidently are doing now, to see whether the State complies or not?

Mr. Ahart. I would have to ask my colleagues to comment specifically. I was not in the meeting of the State directors personally. I don't recall whether they had specific reaction to that or not. Dr. Mylecraine?

Dr. Mylecraine. I don't recall from our specific meeting with them, but during the course of the review when we discussed the State plan with the various State officials there was an opinion expressed that this was an exercise that they annually engaged in and the fact that the regional offices did not take more time to do a thorough review seemed to detract from the meaningfulness of the plan. They did not take it very seriously, then, because it was not reviewed as thoroughly as it could have been.

Mr. Quie. How would they react if the Office of Education did follow very closely and inquired each year as to how they followed their plans?

Dr. Mylecraine. I think that is something that you could inquire about of them.

Mr. Quie. I thought probably you did.

Dr. Mylecraine. There have been instances when the State directors have asked for greater leadership on the part of OE in terms of the data situation where many States are developing their own data collection systems. They would like to see some uniformity throughout the country so it would be possible to have comparative figures. They have stated the desire to OE on numerous occasions.

Mr. Quie. Did you get any estimate of what the increased cost would be to the Office of Education if they did analyze more the way the State uses the Federal funds? You mentioned that, on about page 6, the Office of Education told you there was little analysis of the way the States used funds, that the Office of Education does not know what the impact of Federal vocational funding has been.

I don't know if you made an estimate of what an adequate analysis would be but, if you did, could you give us an idea of the cost?

Mr. AHART. We have not made a specific estimate and I am not sure we can without heavy consultation with the Office of Education itself. It is difficult because you have State plans from a lot of different organizations which can be subjected to better review of the adequacy of the plan, and of specific objectives of the program.

You have a monitoring program, going out to give States some kind of an overview in the course of a year and giving them whatever technical assistance is called for under the circumstances. The chairman pointed out, and as you alluded to, the Office of Education is pretty poor in terms of the amount of resources it has available to effectively administer a program of this type. We are not in a position to give you figures as to how many people, and of what type, would be required to put them in a better shape in these terms.

Mr. QUIE. Thank you.

I guess I used my 5 minutes.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

Mr. Ahart, and people from the GAO, I must say that your report and the general thrust of your report indicates to me that we are back in 1967. Mr. Chairman, you will remember, what we were trying to cure with the 1968 Act, specifically, the problem of vocational education not being relative to the kinds of job needs that there were in the country, the absolute inattention paid to disadvantaged and handicapped persons, and a number of other things. The report is very indicative, if it is correct, that many of the things which we sought to cure by the 1968 Act simply have not been cured.

You present statistics, as I recall, that some 19 States or 20 States had lowered their funding, relative funding of disadvantaged programs. Is that correct?

Mr. AHART. I think those are approximately correct. I don't know if we have it exact.

Mr. MEEDS. In the last 4-year period.

Mr. AHART. There has been in the disadvantaged and handicapped programs a tendency to not support with State and local funds to the extent that the general program is funded. It is true in some cases, both in relative and absolute terms, that the amount of money put to these purposes has decreased. My colleagues may have specific numbers on that.

Mr. MEEDS. Well, let me say I think the report indicates 19 or 20 States in the last 4 years that have lowered their vocational educational funding for the disadvantaged on a relative basis, that is to say, the dollars the States provided as compared to the Federal dollars.

Mr. AHART. That is correct. That appears at page 16 of our report, Mr. Meeds.

Mr. MEEDS. Did you conclude what the reason for this was?

Mr. AHART. The statement that we received at the State and local levels was that it is much more difficult for them to attract funds from State and local sources for specific population groups, such as the handicapped and the disadvantaged persons, than it is to support the program in total.

This is the thing I think was recognized in the provisions put into the 1968 Act to provide initiative toward providing service to these people, and the thrust of our statement in the report is, despite the Federal funding, it has not attracted State and local funding to the same extent as the overall program.

Mr. MEEDS. In all instances in all 50 States, if you made that survey, and I assume you did, was the 15 percent set-aside being observed for the disadvantaged?

Mr. AHART. This gets a little bit difficult to explain, Mr. Meeds. The worst States in any particular year did not meet the specific requirements in terms of the 15 percent and 10 percent set-aside.

Mr. MEEDS. What, if anything, was done in those States by the Office of Education?

Mr. AHART. I might explain we do have a provision enacted in 1970, the so-called Tydings amendment, which says if a State does not spend its full entitlement of 1 year it may carry it over to next year.

So to get a fix on the extent in a longer period that the set-aside requirements have been met would take more analysis than we made. We raised it as a problem. We have not stated in the report that any of those States that did not meet it in a specific year were in violation of the law.

Mr. MEEDS. Are you aware that the Office of Education is doing anything to see that during the second year maybe those funds were expended if they were left over?

Mr. AHART. We understand the Office is making an analysis in the light of the Tydings amendment, and presumably there will be action taken if it is found that some States are in violation of the law.

Mr. MEEDS. Now, there is a requirement for a 15 percent set-aside for a postsecondary vocational education program, and we had indications late last year these were not being met in all instances. Indeed, in quite a few they were not being met. Did you look into that also?

Mr. AHART. I think, in general, Mr. Meeds, that requirement was being met. I think in several cases it was not quite up to 15 percent. But again, the same provisions of the Tydings amendment would apply and you would have to have a more in-depth analysis to find out if the statutory requirement had been met.

Chairman PERKINS. Mr. Pressler.

Mr. PRESSLER. No questions.

Chairman PERKINS. Mr. Ford.

Mr. FORD. No questions.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Mr. Chairman, if I may, since I am new of this committee but not new in education——

Chairman PERKINS. Let me state first we will stick by the 5-minute rule the first time around, and then I will come back and stay with the members as long as they want to stay, if it takes all day.

Mr. GOODLING. I would like to make an observation or two.

As I understand the Act, the first statement made in the act is that it also includes maintaining existing programs. "Maintain" is the first word and is rather important.

Second, my experience in helping to set up vocational education programs, 11 years as a high school principal and 7 years as a superintendent. I have a very high view of the program. The program is determined, of course, by what type of leadership you have within the building and community committees and insofar as the schoolboard is concerned.

The disadvantaged problem, as I see it, is one that the Federal Government has always come at the last minute with what we have, when we have it, and at the last minute we have to come up with an outstanding program. It is impossible to do. We need time as educators at the local level to do a really good job.

This is true in VEA and with every program that comes down the pike. It has been a last-minute type of thing, and I am sure therefore we didn't make the best use of the program.

I might add, and you will hear me say this whenever we have any type of hearing like this, we should do something about State bureaucracy, in answer to the question you asked them about how to improve the program. If we can do anything with State bureaucracy we will certainly take a giant step forward to improve all programs that the Federal Government is trying to provide.

You are telling Washington what to do, why do we need millions of people back on State payrolls undoing what you are telling us to do here? I think we must find a way to cut through the State bureaucracy to improve any program that the Federal Government is funding.

Thank you.

Chairman PERKINS. Mr. Simon.

Mr. SIMON. I have just one question, Mr. Chairman.

I noted in your report a suggestion that there be a limit on what State governments would have available so more of the funding could get to the local level. Do you have any suggestions as to what kind of limits ought to be established?

Mr. AHART. Much of the education legislation, Mr. Simon, contains a limit of 5 percent or less of the funds made available which can be used for the purpose of administration of the program. We are suggesting that in light of a disparity that we found—the differences in the different States or in some States, there were large amounts being withheld for administrative purposes at the State level—that Congress consider whether or not this type of limiting legislation would be appropriate in this situation as well.

Mr. SIMON. What type of maximum did you find? How much in excess of 5 percent in the States was the goal?

Mr. AHART. I will have my colleagues check me on this; the figure of about 25 percent rings a bell; I think that was the maximum we found. The overall average, as I recall, was about 16 percent of the total funds retained at the State level in comparison with the general 5 percent limitation which exists in much of the educational legislation.

Mr. SIMON. I would be curious if some of your colleagues could give this to us, just a rundown, since we will hear from the other States.

Unfortunately I have to go to another subcommittee meeting to cast a vote shortly, but I have a staff member here and I am specifically curious on what it is in each of the other States and the reaction of the States when they testify.

Mr. HENIG. We have the information on page 11, 12, and 13 of our report, sir. I think you have a copy of the report.

Mr. SIMON. I have a copy and was not aware of that percentage being in there.

Mr. HENIG. We don't say what we think the percentage ought to be.

Mr. SIMON. Do you have an indication of what the percentage actually is now spent at the State level?

Mr. HENIG. Yes, sir; the 16 percent that was mentioned is on page 11.

Mr. SIMON. This is not what I am asking for. I am interested in a State-by-State breakdown of what that is.

Mr. AHART. We don't have it State by State. The chart on page 12 of the report in the middle of the page gives the ranges for the total number of States. For example, the top line is six States with 26 percent or more that was used for ancillary services. I might add, this is not broken down between the State and local level: 9 States were between 21 and 25 percent, and 11 between 16 and 20, and 7 between 6 and 10, and 6 of them were less than the 5-percent limitation generally specified in education legislation.

We don't have the individual States.

Mr. SIMON. I understand someone from the Office of Education is here and he will be here tomorrow to testify. I would appreciate having that tomorrow from the gentleman from the Office of Education, if I could.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Mottl.

Mr. MOTTL. No questions. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Hall.

Mr. HALL. No questions, Mr. Chairman.

Chairman PERKINS. Mr. Blouin.

Mr. BLOUIN. Mr. Chairman, I have a couple of questions that I would like to direct at the gentleman.

One comment, maybe, to start out in reference to a comment that you made about having, the GAO generally having concern about how programs might be improved. Do you have any kind of authorization for ongoing suggestions or guidance to the agencies that you are doing reports on as opposed to laying them out in front of us?

Mr. AHART. We do do a lot of work. In the course of our work we have a lot of discussions with program administrators in the Office of Education and other agencies. A lot of the work which we do which is not reported to the Congress is discussed with them, with perhaps a letter report sent to them, and we have discussion on an ongoing basis.

We do not, however, generally get involved in, for example, writing program guidance or assisting them in it other than through the recommendations and suggestions we might make as part of our work, or try to take a direct part in the administration of the program—we don't think that would be appropriate on the part of our Office. But we do give program administrators at all levels any suggestions which occur to us which we feel would lead to improved program administration or improved effectiveness in programing.

Mr. Blouin. So in a sense you do have the ability or capabilities to continually put ideas or suggestions back?

Mr. Ahart. Within our limited staff resources and within the areas that we are concentrating in at the present time, yes, we would.

Mr. Blouin. Are you in the process of trying to gather information on the other States outside of these seven that you selected?

Mr. Ahart. Not in the area of vocational education. This particular study was made utilizing national statistics on a nationwide basis, national advisory committee reports, other indicators of where the program might be improved, and then with a selected sample for detailed review at the State and local levels, trying to get a representative cross section of both exemplary projects and projects which might not be so good, and a good dispersion in terms of geographic location, types of economic bases, and level of funding, and so on.

Mr. Blouin. When you determined needs of industry, educational needs, was it strictly a local determination? For instance, when you went into Minnesota to try to determine whether the needs of vocational education were being met, was it strictly on job demand within that State or the general market on a multi-State basis, or was it more local in a given school system, the educational demands, or, excuse me, the business-occupational demands within that specific school area?

Mr. Ahart. Basically the assessment in terms of vocational education needs should be made on a labor market basis as opposed to a city or school district. What we did was not try to make it directly, but rather to look at how the local community was going about making an assessment of the needs they should be trying to meet through their vocational educational program.

It was in that context we reached the conclusion that the needs assessment was not being done well in many cases.

Mr. Blouin. Was this done in relationship to the local job market needs or to the overall needs of the whole region?

Mr. Ahart. This should have been done on the basis of the labor market needs, the particular labor market within which that program was being operated.

Mr. Blouin. Maybe that is why I have difficulty in undertanding. How large are the labor markets you work with, the strict confines of, let us say the Twin Cities, that school district generally, or a larger market?

Mr. Ahart. No, it would be a larger market in most cases.

Mr. Blouin. How large; do you have any idea?

Mr. Ahart. In other words, in considering the natural economic unit in this area, Washington, D.C., you have to give consideration not only to the District of Columbia, but certainly to suburban counties which are within the natural labor market supporting the economic base of this particular area.

Mr. Blouin. In your rural areas, did you try, did you go by the population centers and the labor market proximity to those areas?

Mr. Ahart. This would certainly be brought into the picture in a good needs assessment in those particular areas.

Mr. BLOUIN. I guess what I am trying to find out is, it is pretty easy if you get too big of a region to lose sight of the real labor market needs within a specific community, a specific school district program might be directed at, and, you know, I think it is an easy rut to fall into to be directing educational opportunity at an area where it is really not needed just because the overall market shows it might be.

Did you try to fine-tune it down to a local area as much as possible?

Mr. AHART. I think it probably would work both ways. I think certainly the employment opportunities within the specific school districts are important, and I think they are important in the context of what is probably a larger labor market area because the people are quite mobile. They can commute quite a ways and a lot of people do commute. You have to look at the larger natural economic unit and the draw that it would have.

Mr. BLOUIN. I think I would be interested in how the comparison is laid out. Do you have a way of giving me an overlay of school districts in relationship to how the labor market is laid out over it in these States that you went into?

Chairman PERKINS. Could you finish that information for the record and see that Mr. Blouin gets a copy?

Mr. AHART. To the extent that we can.

Perhaps on a sample basis it would be much easier than on a broader basis. I think we would be dealing with the Department of Labor and what it defines as being labor markets.

[The information requested follows:]

The type of overlay described generally is unavailable. Data about labor market needs tend to be aggregated for geographic areas larger than individual school districts. Supply data, reflecting specifics about the type of training being provided through the range of training resources in any given area, is not part of the data base utilized in planning and evaluating vocational programs. We were unable, therefore, to directly test the extent to which the training offered by school districts actually did match the employment needs in particular labor market areas. Our report concluded that when these factors of market demand and supply are not adequately considered in the decision-making process about vocational education, there is no assurance that the training provided will correspond with manpower needs.

Chairman PERKINS. Mr. Buchanan.

Mr. BUCHANAN. No Questions.

Chairman PERKINS. Mr. Miller.

Mr. MILLER. No questions.

Chairman PERKINS. We go back then to the others since we have been around once. Is there a member I have not called on, on the first occasion?

Mr. Meeds, we will start with you again, or Mr. Ford.

Do you want to ask questions at this time?

Mr. FORD. This reduction and what amounts to reduction of State contribution at the same time in these 2 years you used here as the study with the handicapped children is so dramatic at the very time that a lot of the States were adopting statutory provisions to provide for full education of handicapped children.

Now Michigan is not one you picked out here, but in our State right at this time that you have bracketed here we mandated that there were no children with handicaps too severe to be educated in our public school system. I was under the impression that we had invested a tremendous amount of the State's resources in helping the local school districts meet this new responsibility.

What you are saying is that notwithstanding that trend across the country, the ratio of State support at the secondary level, and I take it we are talking of primarily here for handicapped children in the area of vocational education, has dropped proportionately?

Mr. AHART. In certain States that has been the case. Mr. Ford, I think when we talk about help for the handicapped and education of the handicapped we have to talk probably on a broader perspective than just the Vocational Education Act.

There were a number of programs to help educate the handicapped and we issued a report last December on this.

Mr. FORD. I am not talking about a program designated as education for the handicapped. That is the old-fashioned way of doing it. Now, a number of States have taken the position that people who were formerly segrated out because of their handicaps can no longer be.

No matter how you have to get them to a facility, the public school system has responsibility to educate every person without regard to handicap or multiplicity of handicaps, and they become a part of the regular school program.

Now, if there are needs for special kinds of vocational training for people who have particular types of handicaps, it would seem that those would be identified and more State money would be coming in instead of the other way around.

In other words, I don't understand how we could be saying that handicapped children will not be separated out from the regular programs available to all children to the extent they are capable of participating, and at the same time the State's overall contribution to vocational training for these people is dropping.

Mr. AHART. Again I point out there are other funds available for use by the public school systems to give special attention to the handicapped and do that as a part of and in integration with the regular curriculum of the schools. I think we identified 14 programs, including the Vocational Education Act, which make funds available not only to the secondary and postsecondary levels that we are talking about here principally but also to elementary levels of schools; and these funds are available in concert with these to meet the total needs of the handicapped in the public school system.

So it is difficult to isolate out the fact you might have increasing emphasis here from what the States might be doing in the overall to meet the needs of the handicapped as a part of their ongoing public school educational delivery system.

Mr. FORD. I suppose we will have a chance with the mixed panel, but do you know offhand whether any of the States that were the subjects of this report are States that have a law similar to Michigan's requiring that all children are to be educated by the public school system, regardless of the severity of their handicaps?

Mr. AHART. Perhaps one of my colleagues can answer.

Chairman PERKINS. The General Accounting people will be here all day after the State people get on, because the committee may have questions, and for the convenience of all parties I would like for you to remain today.

Mr. Quie.

Mr. Quie. First, Mr. Ahart, I want to commend you for the study you have made. Vocational education is kind of a "sacred cow"; it is hard to touch. We vote for it enthusiastically in the Congress because we believe in it.

Any organization ought to be investigated and evaluated and out of the results of this, as painful as it might be at times, we end up with a better program and the kids get a better education as a result. I think there are times when we need to have our toes stepped on and I am glad that you have.

I would like to see us go even further and get into the depths of evaluation of the program you are beginning here. Maybe from your studies we can learn the way we ought to go.

Who is evaluating the education programs now? You mentioned evaluation and so forth, but who is actually looking at these and making evaluations that you have observed?

Mr. Ahart. Well, quite a number of different bodies are doing some types of evaluation, Mr. Quie. In this particular area, vocational education, you have a specific evaluation responsibility laid upon the National Advisory Council for Vocational Education. They do do quite a bit of work. They make recommendations.

Obviously, the people at the State level, both the advisory councils and program administrators, have a responsibility to evaluate—the advisory councils specifically, and, in the case of program management, inherent responsibility to evaluate what is accomplished under the program and how it might be modified to make it more effective; at the Federal level it is our view the Office of Education and Department of HEW have that inherent responsibility as part of the overall charge to them to administer the program.

We believe, and the Comptroller General stated it to Congress on a number of occasions and to the agencies, that the job of evaluation and getting feedback on what is happening and how programs might be improved is an inherent part of the total management responsibility.

So you have some evaluations going on at all of those levels.

Specifically in this case, there has not been I think the kind of intensive overall evaluation of the program by any quarter that needs to be done. Ours was an attempt to do this according to our lights and to point out areas of necessary improvement. We don't think OE or HEW has done the job. There have been studies made, but they are fragmented on specific projects and it is difficult to aggregate them on what needs to be done at the legislative level or administratively to help program improvement.

I have to add, as has been pointed out here, we don't believe and I don't think that OE would believe they have the resources within the Office of Education to provide the kind of leadership that probably should be provided both in terms of evaluation techniques and in giving leadership and technical assistance to States and through the States to the communities. That is, in trying to make this program better.

Mr. Quie. Have you looked at the National Advisory Council on Vocational Education and the Office of Education to see which one has the greatest capability of evaluation and, secondly, which one should be involved the most in evaluation?

Mr. Ahart. It would seem to me the OE as the principal administrative agency should be the principal evaluator of what is going on under its responsibilty. I think—and I would like my colleagues to comment—I would say the more critical type of evaluation in terms of what needs to be done to improve the program has probably come from the National Advisory Council as opposed to within the administration of the OE itself.

The National Advisory Council I think has made many more observations—and quite a number of them in line with the results of our study—in terms of constructive critique than has come out of the Office of Education, per se.

My colleagues might have something to add.

Dr. Mylecraine. Both certainly are responsible and the Office of Education has the ongoing monitoring responsibilty. It has by far the larger resource to carry on evaluation of programs. It is not a matter of either/or. The National Advisory Council is charged particularly in the area of looking at duplication and overlapping of programs. We did not find that that particular area had been carried out as extensively as probably intended.

Mr. Quie. I would like to go further, because the State and Advisory Council are also given responsibility under the act to evaluate. You can't evaluate the National Advisory Council against any other National Advisory Council because there is only one and only one U.S. Office of Education. I know you didn't attempt to designate it State by State, but do you have capability of looking at the State departments of vocational education and seeing their capability of doing management evaluation? Further, have you looked at the advisory councils to see which one can most effectively evaluate programs because I think critical evaluation will more likely come from an advisory council than from the agency itself.

Mr. Ahart. I might comment. I think certainly we could on a selective basis do that kind of job within the kind of resources we have available to us, we certainly could not do it in all 50 States and all 50 advisory councils.

From the standpoint of the Office of Education's monitoring responsibility and evaluating responsibility, it is something that its office and regional offices ought to give consideration to, and be in a position to give consideration to and give technical assistance to both departments of education and advisory council operating within those States to help them do a better job in carrying out their own management, including the evaluative responsibility.

Mr. Quie. Thank you, Mr. Chairman.

Chairman Perkins. Mr. Meeds.

Mr. Meeds. Thank you, Mr. Chairman.

When I asked you the first time about the 15-percent set-aside for postsecondary education you indicated to me you felt there are minor violations of this, and I was so confused because of the 1970 amendment by the gentleman from Maryland that it was difficult to tell, but looking at your Appendix 3(b) on page 97, I count 16 States during the last 4 years that have not followed the 15-percent set-aside requirement.

For instance, the State of Massachusetts, in 3 out of the 4 years from 1970 through 1973 fell considerably under 15 percent, 3 out of 4 years. The State of Illinois, 2 out of the 4 years was below it. The State of Delaware was 3 out of the 4 years below it.

Now, this is not just an isolated example, or isolated examples of maybe a State very close 1 year and considerably over the next, but these are consistently below, so do you still say that is minor?

Mr. AHART. Maybe I used the word "minor."

Mr. MEEDS. I don't recall that was the exact word. That was the implication you made.

Mr. AHART. We have really not analyzed these apparent violations where they have dropped below in the context of whether there was in fact a violation of the requirements of the law. It would take more analyses on our part of what they did in a particular State in utilization of these funds over time.

Mr. MEEDS. How is it not a violation of law in the instance of Massachusetts which provided in 1970 the sum of 12.6 percent and in 1972 the sum of 11.1 percent, how is that not a violation of the law?

Mr. AHART. We have incidence of the Tydings amendment passed in fiscal year 1970.

Mr. MEEDS. Right.

Mr. AHART. The point I am trying to make is we did not do the kind of analysis we would have to make of the provisions of the 1968 amendments in conjunction with the Tydings amendment to reach a firm conclusion on whether there was or was not a violation.

Mr. MEEDS. I think we can reach a firm conclusion now. We know the Tydings amendment was not adopted until 1970. In 1970 Massachusetts, by your own figures, provided 12.6 percent, 14.6 percent the next year and 11.1 percent the year following that.

Those are clear violations before the Tydings amendment.

Mr. AHART. I would have to share your view that if you failed to reach 15 percent for several years in a row there would be violation. We have not, however, reached a legal conclusion on whether there was or not.

Mr. MEEDS. Are you aware of anything that OE has done to see that that set aside, not only that set-aside but the set-aside for the disadvantaged and for handicapped are being followed? What is the Office of Education doing to see that this law is enforced?

Mr. AHART. I would have to defer to my colleagues on anything specific. We understand they are now analyzing on a State-by-State basis the compliance with these requirements and presumably if they find violations action will be taken. I have to defer to my colleagues to see if they have taken any specific action in the past.

Mr. MEEDS. Do you have any information?

Mr. AHART. Apparently not.

Mr. MEEDS. Probably because there is not any.

What indication did you have, if any, in your study that the State advisory councils were having any substantial input into the 1-year and the 5-year plans?

Mr. AHART. In our report we make the statement, and my colleagues can comment in more detail, that they were exposed to the draft of the State plans which come forward. We did not see as a general rule that they were integrated into the planning process of putting that State plan together. It is pretty much a review and sign-off operation as opposed to a direct input into putting together the plan itself.

Mr. MEEDS. I think that very much confirms what we found in field hearings in Minnesota, Wisconsin, Washington State and other places, that State advisory councils were being consulted after the fact, and in effect told to signoff, as you put it, rather than having any substantial input into the initial plans.

Maybe that is why we have not had the change that we thought we would get from the 1968 Act.

Chairman PERKINS. Mr. Buchanan.

Mr. BUCHANAN. No questions.

Chairman PERKINS. Mr. Simon.

Mr. SIMON. No questions.

Chairman PERKINS. Mr. Hall?

Mr. HALL. No questions.

Chairman PERKINS. Mr. Blouin?

Mr. BLOUIN. No questions.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. One question. I notice you say that greater attention to systematic coordinated, comprehensive planning at national, State and local levels would improve the use of Federal funds, and better insure that education is provided in a manner that best serves community and student needs.

In your visits through the seven States, if you heard one thing echoed over and over again why this does not take place, what would that be? Why hasn't there been this systematic comprehensive planning?

Dr. MYLECRAINE. Because of the way that vocational education is administered in different jurisdictions, there is fragmentation of responsibility and there does not seem to be the incentive on the scene to encourage or to force this kind of coordinated planning together.

Mr. GOODLING. In relationship to Federal funding coming into those areas to do this planning and so forth, is it not—I will state it differently—is it not in many instances a case of timing, not knowing what kind of money they are going to receive, when, where, and so forth? Or was my area entirely different from the rest of the United States?

Dr. MYLECRAINE. Vocational education has each year received a greater amount in Federal funds than the previous year. It has grown significantly.

Mr. GOODLING. But when did you receive that guarantee?

Dr. MYLECRAINE. Well, there are always the continuing resolutions. The report points out several ways for school districts to know that they can spend at the same level that they have spent the year before. There is really not this doubt. It seems to perpetuate, though, because local people still feel that way. Actually, though, there is not the problem of the funds being in question the next year as far as vocational education has been concerned.

Mr. GOODLING. Then we have been getting a poor picture for instance, in my area, for 7 years sitting on one of these committees, and for 7 years I was told, "You are going to get money but we don't know when, don't spend it because it may not come," and so forth. And some time late in September we were busy planning for something that we should have planned months before.

Mr. AHART. I think that in any of these programs where it is a continuing program, you can expect some level of funding and planning can be against that. It is not to say the kind of problems you pointed out is not a problem. It is one we have seen in title I and in a lot of different programs—the more advanced notice of the guarantee, as you call it, that a school district can get, they are in a better position to know what they can plan against and get programs on the ground.

Mr. GOODLING. At least we could take the excuse away if we as a Congress would act earlier and that excuse would be gone as far as local planners are concerned.

Mr. AHART. Yes. We as an office have been supportive of the efforts now going on in Congress to get appropriations out in a more timely fashion. In the education programs and others of this nature, in particular, we have been an advocate of the forward funding concept where the appropriations are made firm a year in advance—or 1 year out—so the people at the local and State levels that need to plan against these have a better planning framework within which to deal, and then held accountable for the kind of comprehensive planning that needs to be done.

Chairman PERKINS. Mr. Pressler?

Mr. PRESSLER. No questions.

Chairman PERKINS. I think I asked this question before.

Any time when you make a study that is constructive, it is always good for the cause. But to identify one change in the present act that would expand vocational education opportunities and make sure that people are trained for jobs, what would that change be, that one change?

Mr. AHART. I think I answered it before in a little different context, Mr. Chairman. I think any incentives that can be built in to draw together the planning and coalescing of resources at the local level—the different actors involved, as well as facilities available, public as well as private sector, to make the wider range of options available at lesser cost to a larger number of students—any incentives that can be built into the act along those lines, are probably the most important.

Chairman PERKINS. Any other questions before we go to the panel? Mr. Quie?

Mr. QUIE. A number of the other people asked a question about the emphasis you made on using Federal funds for change and using the word "catalytic change" in there. Now the law specifies the purpose that the funds would be used for would be to maintain, extend, and improve. Did you give any balance to how much of the funds ought to be used to maintain and how much to extend and what percentage to improve?

I gather from the report you don't mention the word "maintain" and I don't know if you are putting the emphasis on the catalytic nature of it ,meaning there was not enough before and you are just stretching that because you didn't say very much or what?

Mr. AHART. No, I don't think we ignored it. I think there is a question of degree and we might have some differences here with the State directors and with HEW. From its inception, I think the Federal program has been designed to be a change agent, to make things happen in the local community, at the State level, and to get more attention to vocational education. Certainly since 1963 and 1968, we have seen a lot of change in terms of program growth and in terms of the options available. What we are concerned with here principally is that the way the program is administered there is no specific attention being given to that particular aspect from the Federal level in trying to channel those funds into things that are the cutting edge, so to speak, of the program, as opposed to the temptation to use it to maintain the ongoing programs. Now both of these are important. I think it is a question of degree and emphasis we are trying to target on. One example is even where we have had a specific category set out with minimums of 15 percent for the disadvantaged and 10 percent for the handicapped, it is difficult to get that money spent even out of the Federal portion, and it is difficult to get State and local funds to follow that Federal dollar into that target population. So it is a question of emphasis, not a question of absolutes that we are dealing with here.

Mr. QUIE. I really have been impressed with the kind of changes I have seen in vocational education because, you know, I started working on this act with the amendments of 1963 when I was kind of upset with the unwillingness of the vocational educators to change. I saw a greater willingness to change in 1968. Visiting programs and seeing how postsecondary education has expanded and the whole concept of secondary education, I felt for a while the vocational education educators didn't want to provide jobs at the secondary level, but only provide it at the postsecondary level. Now there is a shift in their attitude. Is it possible that what appears to be maintaining programs has brought about a change in the school district?

Were you able to make that determination?

Mr. AHART. We would not argue against the fact there has been change in terms of program growth, new types of delivery systems and so on out there. I think the point we are trying to make as a result of our study, is a continuing emphasis of this, the Federal direction on new initiatives, to make sure the Federal dollar continues to be the cutting edge in the program to do more innovative things and push the program further. We see that in the legislative history of the act, this is what the Congress was trying todo.

Mr. QUIE. Let me then go to some other points you made in the report. For instance, we have felt for a long time that guidance and counseling is woefully inadequate for vocational education. Were you able to find some good programs so that we could see those, I mean that you could give us information about outside of your report so we can take a look at some of them?

Mr. AHART. Are you focusing only on guidance and counseling?

Mr. QUIE. That is one. Then you go to others, to a school which had excellent followthrough and others that didn't. We could make a judgment on what impact it has on the students so it is more than guidance and counseling.

Mr. AHART. I notice we had cases of exemplary situations in the cases of placement and followup, but I don't know if we had it on guidance and counseling.

Dr. MYLECRAINE. No.

Mr. AHART. I don't think we had any as a result of this study, but I am sure there is some out there somewhere.

Mr. QUIE. Mr. Chairman, I think those are the things that would be extremely helpful to us. One other question. Did you look at the type of assistance that the State departments of education were giving where most of the costs of the State department of vocational education was funded by Federal funds as compared to a State where a smaller percent was. I notice you picked up on what we saw in the State of Washington when the committee was out there for a visit. I see you have the chart in your report, but did you make that kind of evaluation at all?

Mr. AHART. We didn't focus on that directly, Mr. Quie. We might have some impressions on it. I am not sure.

Dr. MYLECRAINE. That really was not an aspect ofour review, to see what difference it might make depending on the type of money.

Mr. QUIE. I mentioned it, Mr. Chairman, because I feel very strongly that for a State department of education to be totally funded by Federal funds is not right or healthy. I also notice, in many States, State laws prevent hiring of the quality of people you need, and going around those State laws with Federal funds, they can pay sufficient funds then to get better officials.

Could I have a reaction to that, if you have anything on that part of the question?

Dr. MYLECRAINE. I think you yourself made an observation that perhaps when there is State commitment to the program as evidenced by an allocation of State funds for administration that that perhaps is a stronger program than one totally federally supported.

Mr. QUIE. Yes. I would like some information to see whether that is a bias on my part.

Mr. AHART. I might add some of the State directors and I think national advisory council representatives told us they felt the availability of Federal funds did put the States in a position to bring in better leadership at the State level. We did not follow through on it, in the context of your previous question, as to whether the leadership, whether using practically 100 percent Federal funds at the State level is better, worse, or indifferent to the ones more heavily funded by State money.

Mr. QUIE. I recall the California Advisory Council seemed to think there is too high a percent of Federal funds in their department.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman. I have one final question. As you know, this subcommittee and the full committee will be charged with rewriting the Vocational Education Act. I would appreciate your view as to whether the problems which you cite in your report are primarily the shortcomings of the law itself or the administration of that law. In other words, need we make wholesale changes in the law to respond to the changes which you point out or is it simply a question of better administration, better oversight by this committee, better oversight and more requirement by the Office of Education that the law be followed?

Mr. AHART. I think, given the legislative intent as indicated by the law we really see not very much that needs to be changed in the overall legislative framework. The problem is more the one that you alluded to, of making sure the law is administered according to intent and we do the best job we can with resources available to carry out objectives of that law. We have set out in the report a number of suggestions for consideration by the Congress of where we think that some change in the legislation might be helpful in furthering the legislative objectives of the law as opposed to changing those legislative objectives.

Mr. QUIE. Thank you very much.

Chairman PERKINS. Any further questions of any member at this point?

Mr. FORD. Mr. Chairman, yes. In your statement back on page 16 you say "many students are enrolled in traditional courses not always able to obtain employment in fields for which trained."

That comes after your discussion, also in the report, of the failure in planning to match vocational training objectives with existing employment needs either in the community or in the jobs area that reasonably could be considered accessible to these people. In fact, back on page 13 "construction of new school facilities has been favored, and allocation of Federal funds for construction has not necessarily been contingent upon need factors."

When I go back to your report, you point out that about 16 percent of the funds in part B have been going for construction. You add that to the 16 percent that is going for administration, so 32 percent of the top is doing nothing in the way of actual education.

I point out further that the percentage used for construction goes as high as 44 without identifying the State specifically here. In 1972, Mr. Meeds was one of the strongest voices heretofore developing a greater sense of urgency toward vocational training planners to recognize that they were sometimes training people for jobs that no longer existed or giving them job skills that had very limited potential in a sophisticated industrial society. We thought that the changes made in the 1972 act were going to result in a good deal more change. From your report, I take it that you draw the conclusion that the 1972 act has had no significant impact on this at all?

Mr. AHART. Well, I think certainly it has had some impact. I don't think our intent was to say it has had no impact. We see opportunities for it to be much improved with a better system of needs assessment and relating to vocational educational offerings and enrollment to job opportunities that are seen coming down the pike. That is not to say there has been no progress whatsoever since the legislative initiatives in the 1968 act and so on, but we do see some significant opportunities for improvement in that area and opportunities to make the Federal dollars and State dollars as well more effective in meeting employment and training needs of the population groups served.

Mr. FORD. In your report when you drew the conclusion that construction facilities have been favored, did you make any enumeration of the kind of construction facilities, or kind of facilities that schools are constructing?

How are they different from what they did 5 or 10 years ago?

Mr. AHART. Our comment on favoring construction in our report and our recommendation in that area are related really not to the fact there is no need for construction because obviously as the program has grown and we moved into new concepts, such area vocational training centers and so on, there has been a need for construction. But the thrust of our suggestion was in terms of "let's not use money for construction until we have made sure we are making full utilization or appropriate use with the training facilities, public and private, which already exist in the area to be served."

So that we use the construction dollar where it is really needed as opposed to duplicating facilities that might already be available.

Mr. FORD. I get impressions from pages 61 and 62 that what you are saying about construction is they are constructing traditional vocational training facilities as a part of or attached to traditional school settings, metal shops, woodshops, home economics departments with sinks and stoves and what have you. Is that what they are still doing?

Mr. AHART. That is a comment which is recorded here from the HEW construction and facilities people, that they feel there is not the flexibility built in in all cases in the new facilities to meet changing requirement over time for different and additional training needs. Now this is the quote from them and I think it is one that we would share and I don't know, and I would have Dr. Mylecraine comment, if she will, on any specific instance we know of where this was a problem.

Chairman PERKINS. The time of the gentleman has expired and I will ask all of the General Accounting Office witnesses to stand by.

Mr. MEEDS. Mr Chairman, could I ask a quick question?

Chairman PERKINS. Yes

Mr MEEDS. Possibly you might answer it by mail. There are seven States in which the State board for education is not the State board for vocational education, in other words, seven States having separate agencies, Colorado, Indiana, Illinois, Oklahoma, South Dakota, Washington and Wisconsin. Do you have a breakdown as to whether the administrative costs in those States is comparable, lower, or higher as an average than the remaining states?

Mr. AHART. We don't have any information on that here.

Mr. MEEDS. Could you make it available to us?

Mr. AHART. We will see what is available and if there is something we will get it back to you in a while.

Mr. MEEDS. Thank you.

[Information requested follows:]

The second chart on page 12 of our report shows the percentage of VEA part B funds expended for ancillary services, including administrative services, in fiscal year 1973 according to OE data. The expenditure of the 50 states and the District of Columbia are summarized in six categories ranging from "5 percent or less" to "26 percent or more". Three of the states having separate boards of vocational education—Colorado, Wisconsin, and Washington State—were in the highest category "26 percent or more"; two of the seven states—Indiana and South Dakota—were in the second highest category "21 percent to 25 percent"; the District of Columbia fell within the "16 percent to 20 percent" category; Oklahoma fell within the "11 percent to 15 percent" category; and Illinois was in the lowest category "5 percent or less".

VEA PART B FUNDS EXPENDED FOR ANCILLARY SERVICES, FISCAL YEAR 1973

State	(A) Total Federal expenditures under part B, fiscal year 1973	(B) Total Federal expenditures for ancillary services under part B, fiscal year 1973	Percentage (B ÷ A)
Colorado	$4, 464, 201	$1, 148, 007	25. 71
District of Columbia	1, 382, 056	250, 263	18. 10
Illinois	16, 954, 129	899, 700	5. 30
Indiana	9, 114, 642	1, 954, 248	21. 44
Oklahoma	5, 298, 750	655, 746	12. 37
South Dakota	1, 264, 636	261, 393	20. 67
Wisconsin	8, 206, 401	2, 330, 431	28. 39
Washington	5, 979, 998	2, 247, 469	37. 58

VEA PART B FUNDS EXPENDED FOR ANCILLARY SERVICES, FISCAL YEAR 1973, OVERVIEW OF ALL STATES

Percent of funds	Number of States	Amount of funds (millions)	Number of States
26 or more	6	$3 or more	5
21 to 25	9	$1 to $2.9	12
16 to 20	11	$0.5 to $0.9	13
11 to 15	12	$0.2 to $0.4	14
6 to 10	7	$0.1 or less	7
5 or less	6		

Mr. GOODLING. Could I ask a question as a followup to Congressman Ford's questioning?

I don't know if you got into the Pennsylvania Dutch area of Pennsylvania, but the word "Federal" is a scary thing and at best, we are suspects down here in Washington. Did you find that because of their fear that once they innovated something with Federal funds they would be asked then to take it over with State or local funds. Not knowing where the money was coming from to take care of their prebudget, they feared this, and they stayed away from actually developing new programs and becoming innovative as far as vocational education is concerned?

Dr. MYLECRAINE. This was true particularly in rural areas that we looked at. While we were not in the geographic area you described in Pennsylvania, yes, especially where the school budget is low, an added burden would substantially increase their problem.

Chairman PERKINS. If there are no further questions, we will let the witnesses from the GAO stand aside and remain, please, until after we hear the other witnesses from the States involved.

Now we have witnesses from the States that have been audited by the GAO. First is California, Mr. Samuel L. Barrett, State director of vocational education, and from Kentucky, Dr. Lyman Ginger, superintendent of public instruction, accompanied by Dr. Carl Lamar, and from Minnesota, Mr. Robert Van Tries, State director of vocation education, and from Ohio, Mr. Bryl R. Shoemaker, State director of vocational education and from Texas, Mr. John R. Guemple, assistant deputy secretary for administrative services, and from Washington, Mr. Arthur Binnie, State director of vocational education.

Without objection from the committee, we will start with the State of California, and all statements will be inserted in the record without objection and we will let you summarize your statement.

If it is necessary to read part of it, go ahead, but take 10 or 15 minutes apiece, at the maximum 15, before we interrogate any of the State directors. I think that will be helpful to us, if there is no objection.

STATEMENT OF SAMUEL L. BARRETT, STATE DIRECTOR OF VOCATIONAL EDUCATION, CALIFORNIA

Mr. **Barrett.** I am Sam Barrett, State director of the State department of vocation education in California.

I appreciate the opportunity to share our concerns with you as they relate to the general accounting audit in California as in the other six States. Before doing so, I would like to have my printed statement placed in the record. I would indicate there was an error in it that I think has been corrected.

Basically, we in California, are extremely disappointed with the general accounting office report. We think the data in the report could have been used to make a positive report. The facts are there to interpret in many ways. We think that it is unfortunate at a time when the need for vocational education and technical training was never greater, that this report will cloud the value of vocational education as well as the impact of the Federal dollars on vocational education in the various States. We are concerned, too, that some of the recommendations if accepted, could further limit the expansion of vocational education in our State.

Before continuing I would like to indicate that we in California think the 1963 act and the 1968 amendments are sound legislation. We think the growth of vocational education in California relate strongly to that legislation. We like the flexibility that that legislation provides and I will say a few more words later about flexibility at the State and local levels.

It is my firm belief that any proposed amendments should be to provide greater flexibility in order that the various States can address their needs that tend to be unique, State-by-State and community. We think it would be an error to overlimit the availabiltiy and the purposes for which the funds can be used. I would like to indicate, first of all, that the GAO spent approximately 3 weeks in California, about half of that time in the State department of education, the State advisory counsel and regional U.S. Office of Education, spent all of 7 days in one community, primarily assessing vocational education. It will be my contention in a State the size and complexity of California, to try to even get the pulse of our program in a review that was that brief and no more extensive, is questionable.

I would like to say a little bit about the growth of the vocational education in California in 1962 and 1963. In those years the Federal funds amounted to approximately $3.8 million and we had some where over 400,000 students were involved. Generally speaking, vocational education was a traditional kind of program serving the areas of agriculture, homemaking, a few programs in industrial education, very few programs in the business office occupations, almost no supportive ancillary services in areas of counseling and guidance, assistance with placement, and no research money for new and innovative approaches to vocational educational, very little money for preservice and inservice teacher education, and no funds for student assistance. Scholarships for advanced training, basically vocational education, was a program that operated on the back of a campus somewhere, tended not to be a part of the mainstream educational program. It was something that was good for someone else's children.

In 1973–74, in California, the Federal grant amounts to $42 million. About 1.5 million youth and adults are involved in different programs of vocational education.

In our State, we have a strong program both at postsecondary and secondary levels. Ours is one of the States I feel which has worked out a cooperative arrangement between the secondary and postsecondary institutions to the benefit of both institutions. I am sure the community colleges, if they were here, would share that thought.

The program in California, while still focusing on the importance of labor-market needs, is broadening to be concerned also with human needs. We are more concerned now also with planning for lifelong careers, the initial job entry, especially at a time when in our State, unemployment is almost 9.5 percent. If vocational education is evaluated this year on placements, we are not going to look very good. I think the committee must consider the ups and downs of the economy as we do consider placement as the sole measure of success in vocational education.

We would like to try to get our students into the postsecondary level if the opportunity is there so that they can prepare for higher level skills. The Vocational Education Amendments of 1968 talked about providing vocational educational opportunities for all individuals in all communities. We tried to do this in California and we are one of the States, I guess, that have been criticized for that, instead of targeting the money in a few high-need areas.

In the few minutes I have, rather than try to react to all of the recommendations in the report, I would like to zero in on three of their recommendations to Congress that has to do with the use of funds. The first of those "setting a limit on the amount of Federal funds that can be used at the State level for administration."

I would agree that providing maximum funds for the local levels to provide training programs for students certainly is the objective that all of us should have. I think also we must consider the need for strong State leadership that has been developed in most States. We think that much of the success of vocational education in California is our services provided by our strong State level. We think that the State money that are going to support the programs at the local level are just as important as the Federal money insofar as providing programs. In a State that, I am proud to say, is increasing even in a period of inflation, we anticipate this year the State and local dollars will overmatch approximately 9 to 1. We think in that type of situation it becomes somewhat relative the amount of funds maintained at the State level.

It seems a presumption of the GAO that all money retained at the State level are for indirect and administrative services. Basically, the report, as nearly as we can determine, that measures State administration, actually involves both State and local ancillary services. Actually, the term "administration" was not defined in their study, so we would be unable to even determine the percent that was targeted for California.

In a State the size of California, we think statewide coordination of curriculum planning, research, evaluation, and followup, and statewide activities that can best be provided on a total coordinated and statewide basis. We think they are more effective that way and more practical.

The State of California does not operate programs of vocational education, nor do we administer vocational technical schools. We provide supportive services, however, to more than 1,000 high schools, 100 community colleges: now 62 regional occupational centers and programs, and a large number of adult schools, all of which are administered by local school boards, boards that like to think they know more about their needs and how to administer educational dollars than does the State or Federal levels.

California is known for local autonomy and strength at the local level. That is increasing the point where the parents now meet in open meetings with our State board of education for open dialog, so that to mandate very strictly from the State level is a very unpopular activity in California.

A second recommendation made by GAO as to use of funds, "to limit the amount of funds that can be used to maintain programs."

Here, again, we concur that Federal dollars where possible ought to be used for seed money. Seed money is a good concept until it runs out. We have many districts in California if you indicate that funding will be discontinued at the end of 2 or 3 years, that just can't afford to participate. This is especially true with the poorer districts, those that have the money to match those districts, that have the money to maintain new starts can continue and can participate at a higher level than those that cannot provide the matching money.

We think that sound educational planning requires, first of all that you adhere to a budget to maintain what you have. In the past years when many programs, many high-cost programs, such as vocational education, were being discontinued because of lack of maintenance funds, vocational education funds kept many of our curriculums operating where in my opinion they would have been discontinued.

I think the individual States should have the flexibility to determine their own needs for funds and should determine the amount of funds that could be used for maintaining ongoing programs as well as for new starts. I think, as every State develops its total system, delivery system of vocational education, the need will be different at different points in that development for maintenance and funds and for new starts.

The third and last item that has to do with the use of funding "Establishing as a legislative policy that Federal funds will not be used for construction except in selected instances." We certainly agree the need for new facilities ought to be based on a sound "needs" analysis, and a complete review of alternatives.

We think also the State ought to have the opportunity, when needed, to determine the amount of funds used for construction. California uses almost no Federal Vocational Education Act funds for construction since the major part of our programs are in the comprehensive high schools and community colleges. While it would not hurt us, we feel in some States it would be a hardship so that construction ought to be a determination at the local level.

In the interest of time, and since my paper does address most of the specific items recommended by the GAO, I would like to conclude by saying, in my opinion, again the interest of any amendment to what is already sound legislation ought to be to provide greater flexibility for the States. If there are special objectives that the Congress wishes to accomplish, I think then those must be beefed up with the regulations in order that they can be accomplished. Otherwise, I think the local levels ought to have the opportunity to determine their educational needs.

Again, I appreciate the opportunity to share some of our thoughts.

[Mr. Barrett's prepared statement follows:]

PREPARED STATEMENT OF SAMUEL L. BARRETT, STATE DIRECTOR OF VOCATIONAL EDUCATION, CALIFORNIA

Gentlemen: I am Samuel L. Barrett, Director of Vocational Education for the State of California. Thank you for the opportunity to present our State Department of Education's views on the General Accounting Office's findings and recommendations reported as a result of their audit of Federally-supported vocational education programs.

In summary, we feel the report prepared by the General Accounting Office is extremely disappointing and provides an overly negative view of the impact of Federal funds on vocational education in America. At a time when the need for occasional training programs has never been greater, it is unfortunate that the value of vocational education is clouded by this report and, to a degree, endangered by some of its recommendations.

Before continuing, I would like to indicate that in our opinion the Vocational Education Act of 1963 and the Amendments of 1968 have proven to be sound legislation which has stimulated the expansion of vocational education across the nation.

It is our firm belief that the purpose of any amendments to this Act should be to provide greater flexibility in order that the various States can design programs that address the unique needs in those States.

The General Accounting Office team, consisting of three individuals, spent approximately three weeks during November 1973 in California. About three days were spent in the San Francisco Regional U.S. Office of Education, five days in the offices of the State Department of Education, and the remainder of their visit primarily in one metropolitan community. In our opinion, any data in a report based on such a short visit and a review of such limited scope in a state of California's size and complexity must be treated as very limited information. The limited nature of the data therefore forms an insufficient base for the significant conclusions and recommendations contained in the report. Or, put another way, weak data can only lead to weak conclusions and recommendations.

A. COMMENTS ON THE ROLE OF FEDERAL ASSISTANCE FOR CALIFORNIA'S PROGRAMS

In California, Federal vocational education funds have played a major catalytic role and have been key to the phenomenal growth of vocational education programs in the past decade. In 1962-63, California received $3.8 million in Federal vocational education funds and less than half a million students were enrolled in vocational education. Training opportunities were limited, both in number and diversity—meaningful career guidance programs were almost unheard of—graduates received little or no assistance with placement—research and innovation in vocational education were practically nonexistent—occupational programs designed to serve the special needs of the disadvantaged and handicapped were the exception—professional development programs, including pre- and inservice teacher education, student loans, and educational grants for advanced training were very limited.

The Vocational Education Act of 1963 not only established a new philosophy of vocational education, it provided the financial stimulus that resulted in the expansion of vocational education in California.

The 1973-74 Federal vocational education grant was over $42 million and approximately 1½ million youth and adults were enrolled in vocational education programs. The program, while still focusing on labor market needs, has been broadened to include human needs. Vocational education, once separate from and operating almost outside the regular education system, is now moving toward the educational mainstream. With only minor exceptions, every California high school, community college, and adult school provides some vocational education training opportunities for its students. California has met the challenge of the 1963 Vocational Education Act and the congressional intent established by that Act:

> "* * * that persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

B. COMMENTS ON THE "MATTERS FOR CONSIDERATION BY CONGRESS"

In preparing this testimony on the General Accounting Office report, we have chosen to address primarily the ten major recommendations made to Congress in considering amendments to the Vocational Education Act. These ten recommendations, as contained in the digest of the report (commencing on page iv) under the title "Matters for Consideration by the Congress," are each repeated here and commented on separately.

1. Setting a limit, as provided in other Federal education legislation, on the amount of Federal funds that can be retained at the State level so that more funds can be made available for direct services to program participants at the local level.

In our opinion, this recommendation could be counterproductive and should be rejected.

Federal audits and program reviews are welcomed as a device to assure appropriate authorities that funds are being properly applied. However, setting a limit on the funding for State level activities is an overly simple "solution" to a very complex problem. It does not take into account the different support functions performed by various states at the State level, nor does it allow proper credit for direct improvements of local programs made possible by the State level leadership activities. The presumption here seems to be that all funds used at a State level are indirect or administrative only. In a state the size of California, for example, such vital functions as curriculum planning, professional development, research, dissemination, evaluation, etc., are all statewide concerns that must be accomplished at a State level to be both effective and practical.

Assuring that a high percentage of the Federal funds are available for direct services to program participants at the local level is a worthy objective, providing, however, that adequate funds are available to continue the strong State leadership that has been developed in most states and in our opinion has been key to much of the growth in vocational education.

In California, the State does not operate vocational eudcation training programs or vocational schools. The State does, however, provide supportive services to over 100 high schools and 100 community colleges, as well as all the adult schools and some 62 regional occupational centers and programs that operate under the jurisdiction of local boards of education.

In our opinion, California has clearly demonstrated its commitment to vocational education.

Preliminary figures indicate that State and local funds in California during the current year will over-match the Federal funds approximately 9 to 1. Therefore, for every ten dollars invested in vocational education, nine are raised in California. While approximately 12% of the Federal funds are utilized for State level administration and support activities, this amounts to only about 2% of the total Federal, State, and local funds expended for vocational education programs that operate under the California State Plan for Vocational Education.

An example of California's commitment to vocational education is demonstrated by its support for regional occupational centers (ROC) and regional occupational programs (ROP). This relatively new (the first program was established in 1968) approach is only one component of California's total delivery system. However, during 1973–74 alone nearly 127,000 students were served through this concept and approximately $42 million (an amount almost identical to the total Federal grant for that year) was funded from the State's General School Fund. This amount does not include approximately $30 million of local support generated for these programs through special property taxes established solely for vocational education.

2. Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process.

We agree that a high priority should be placed on improving the planning process at the State, regional, and local levels.

California has made considerable progress in planning for vocational education during the past several years. All secondary and postsecondary districts are required to develop a district plan for vocational education as a condition of eligibility for the use of Federal funds. The district plan identifies the district's short term (one year) and long range (five year) plan for vocational education in the district.

Federal vocational education funds have been used since 1970 to fund five pilot vocational education area planning committees. These committees have clearly demonstrated the value of planning for vocational education on a regional or area basis. It is anticipated that within two years all secondary and postsecondary schools will be required to participate in vocational planning on a regional basis.

Recent Federal legislation which now provides greater flexibility in the development of State Plans should give States the opportunity to develop State Plans that are more useful planning documents, particularly for the local educational agencies who can use their plans as vehicles to assure more effective use of State, local, and Federal funds.

3. Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of Federal funds that can be used to maintain existing activities.

We concur with the basic intent of this recommendation. However, sound educational planning and budgeting by local educational agencies demand that adequate funds be allocated to maintain ongoing programs before considering expansion. The individual States should have the flexibility to determine the amount of funds to be utilized to maintain existing activities in order that the unique needs of each State can more realistically be addressed.

Inflation, increasing teacher salaries, high-cost facilities, equipment, and supplies all serve as constraints to the expansion of training programs. Allocating Federal funds to 365 high school districts and 69 community college districts on an individual competitive basis has proven unmanageable. Therefore, California allocates Part B funds to LEAs through an entitlement system. To assure greater impact of the Federal funds, it is anticipated that in 1975–76 for the first time, a maximum of 50% of a secondary district's entitlement funds will be allowed to maintain programs and services. The remaining 50% must be used for expansion, new equipment, or to address selected high priority objectives.

4. Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped if the Congress believes these two groups should receive priority attention in the utilization of Federal funds. Two of the options available are:

(a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50-50), thereby insuring State and local involvement in and commitment to these efforts.

(b) Increasing the percentage of the set-asides for the special need categories.

We agree that a high priority should be placed on providing programs and services for the disadvantaged and handicapped; however, the most feasible approach to accomplish this objective is not completely clear. In our opinion, neither of the proposed options will assure the desired outcome.

Considerable difficulty has been experienced in fully serving the needs of disadvantaged and handicapped students. The definition of disadvantaged students as contained in the Vocational Education Act is unique to vocational education and has made the identification of eligible students extremely difficult. In California, criteria have now been developed to identify disadvantaged students on an individual basis.

The Department of Education is presently working with selected LEAs to demonstrate the feasibility of cooperative activities involving funds and services provided through compensatory education and vocational education funding, together with special State disadvantaged funds. Emphasis is being placed on planning for better use of funds through concentration, rather than diffusion, of effort and resources.

Too, the State Board of Education recently adopted a total California Master Plan for Special Education which was designed to provide quality educational programs and services for all the State's mentally and physically handicapped students, including those that can profit from vocational education. This master plan was developed by the Department of Education in cooperation with teachers, school administrators, parents, and children from throughout the State who worked together to identify the strengths and weaknesses of the existing special education programs; it is a culmination of many months of planning and effort and is the commencement of a sweeping new movement toward comprehensive planning for the educational needs of exceptional children.

Care should be exercised to avoid amendments to the Vocational Education Act that could limit the flexibility necessary for the various States to develop programs and services that meet their unique needs.

5. Requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendment of 1972 and the Comprehensive Employment and Training Act of 1973 to insure that education and manpower efforts will be synchronized for students at all levels—secondary, postsecondary and adult.

In our opinion, present legislation is adequate and does provide the opportunity to accomplish the objective of this recommendation.

The California Postsecondary Education Commission is designated as the 1202 Planning Commission. Commission staff are working closely with staff of the Department of Education, Board of Governors of the California Community Colleges, and the State Advisory Council on Vocational Education to develop State, area, and local planning mechanisms to assure comprehensive, articulated vocational education planning.

6. Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary students to postsecondary facilities).

We strongly support the intent of this recommendation. We do not believe, however, that a special set-aside is required to accomplish the objective.

Work experience education is one of the fastest growing components of California's vocational delivery system.

Presently more than 100,000 youth and adults are enrolled in work experience education programs that involve off-campus experiences in business and industry.

In addition, "community classrooms," which are a relatively new approach to providing realistic training opportunities, are developing at a rapid rate. This new instructional approach takes the instructor and his students into the community for both the classroom and on-the-job phases of instruction.

Landmark legislation was approved in California during the 1973 session which allows a public high school or community college to contract with a private postsecondary vocational school for vocational education. The students enrolled under such a contract generate apportionment from the State General Fund.

While the use of military facilities for the training of public high school and community college students is a relatively new approach in California, the application of it is expanding. A number of deactivated military facilities have been converted to area training centers.

In California, provisions have existed for a number of years which allow high school students (not to exceed 15% of enrollment of grades 11 and 12) to attend community college classes.

7. Establishing as a legislative policy that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

While we agree that additional facilities should be justified through a needs analysis and the consideration of alternatives, we do not believe that the use of Federal funds for construction should be overly restrictive.

The construction needs of each individual state will be different at various points in the development and expansion of its total delivery system for vocational education; overly restrictive use of funds geared for one state could place an unreasonable hardship on another.

During 1973–74 in California, less than 5% of the Federal vocational education funds were used for construction of training facilities. We feel, however, that the opportunity should exist for the various states to utilize funds to meet their most pressing needs.

8. Requiring that Federal vocational funds directed to local skill areas for which existing or anticipated job opportunities, whether local, regional, or national, can be demonstrated.

We concur with the basic intent of this recommendation.

Training that is realistic in light of present and anticipated labor market needs has long been a basic requisite of vocational education. However, overspecialization in very narrow job fields, especially at the secondary level, is not in the best interests of individuals.

In California high schools, we are moving more to common core skills and competencies in broad occupational families or job clusters that provide greater horizontal and vertical mobility for the individual.

At the postsecondary and adult levels, specialized training is more appropriate.

The absence of accurate, long range labor market projections has long been a constraint to realistic planning for vocational education. After more than five years of testing various labor market projection models, California has now adopted a system that is providing vocational educators and manpower planners sound labor market data. The labor market projection system is the key component in California's recently developed Manpower Management Information System (MMIS).

This MMIS as part of a research project to design, implement, and evaluate a comprehensive system which matches student enrollments in vocational education (manpower supply) data with manpower demand (occupational projections) data. The two major informational components of the system are the industry-occupational matrix and the educational resources inventory—and both are essential for meaningful educational and manpower program planning. One of the major thrusts of this project is to develop educational projection techniques that will enable the projection of enrollments and/or completions by program on a time line that is compatible with the industry-occupational matrix.

9. Requiring that work experience be an integral part of part B programs to the extent feasible.

We strongly agree with this recommendation.

As mentioned previously (Item 6), work experience education is widely established and rapidly expanding in California. In some communities, however, labor laws, trade unions, and other constraints limit work experience education opportunities. Too, meaningful job stations are extremely limited in many rural areas. We are working closely with various agencies to assure that as many job experiences as are feasible are made available to all areas, regardless of size.

10. Requiring that schools take responsibility for job placement assistance and followup in Federally supported vocational education programs.

We concur with this recommendation. Job placement assistance has not been a service traditionally provided by public schools for vocational education graduates; however, it should be provided.

Educational institutions should be responsible for assisting graduates to progress toward their career goal, whether the goal be additional education or entrance into the job market.

Vocational education Part C (Research) and Part D (Exemplary) funds are being utilized in California to test new techniques and procedures in the area of job placement. Through the use of vocational education research funds, the California State Department of Education has developed a student follow-up system based on sampling techniques. This procedure is proving to be less expensive, yet equally or somewhat more accurate than the system formerly used which attempted to follow up on all vocational graduates.

C. CONCLUDING COMMENTS

In conclusion, I would like to reemphasize that the purpose of proposed amendments should be to provide greater flexibility for individual states to address the unique training needs of the youth and adults in their state. By working cooperatively with LEAs, these should assure that programs are meeting the needs of as many individuals as is feasible. Working cooperatively, and by being in communication through a thoughtful and well-organized State Plan, sufficient information should be present to assure Federal personnel that funds are being spent effectively. Restrictive legislation could introduce regulations that unnecessarily limit flexibility.

Chairman PERKINS. Thank you very much, Mr. Barrett. Dr. Ginger come around and take your seat, and Dr. Carl Lamar.

In the meantime, I will call on the gentleman from Minnesota, Mr. Van Tries, State director of vocational education.

STATEMENT OF ROBERT VAN TRIES, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF MINNESOTA

Mr. VAN TRIES. Mr. Chairman, my name is Robert Van Tries. I am the State director of vocational education for the State of Minnesota.

I would like to address myself to several things in the GAO report, and to suggest some things to this committee. For instance, I would think that if Congress is contemplating the renewal of the 1968 amendments or a new act pertaining to vocational education, they would want to know the strong points as well as the weak points. I would think that you would want to make certain that the strong points were not [illegible] to be thrown out in the process of considering the weak [illegible] any former legislation.

I don't think the [illegible]port complies with that standard. I would also like to ans[illegible]o some extent at least some of the questions that were raised, one with respect to the State advisory councils, and I think Mr. Meeds raised the question as to their signoff, and referred to oversight hearings held in my State as well as other States.

I think the State advisory counsels, and I have a number of members of my State advisory councils here today, I think these people involve themselves to the extent they wish to be involved, and they are appointed by the Governor, and if they wish to be involved my door is open ,and they can involve themselves to whatever extent they wish.

Another question that was raised by Mr. Ford referred to jobs that no longer exist, and our training for jobs that no longer exist. I don't know about other States, but when anybody ever raises that question I ask them to show me where it is, show me the program where we are training for jobs that do not exist, or show me the program that is training for obsolete jobs. I have been in my job 15 years, and I have yet to find anybody that can show me that.

Then, another remark I want to make concerning the administration, and the costs of administration, is this. We were never at any time informed of what the definition of "administrative costs" were. I think that an organization that audits the books of the largest corporations in the United States will be fully aware of the fact that everything that occurs at the coporate level or at the home office is not administrative in nature.

In my State we have seven people recognized as administrators. The rest are doing the things that GAO says should be done, and that is to provide catalytic action. I am fearful the words "catalytic action" will become another magic word that has been used all over the country. I am not sure anybody has defined what it is yet. I think my staff at the State level, with the exception of seven administrators, are performing exactly what GAO says should be performed. That is catalytic action.

We have 437 school districts, most of which are very small and they are not going to provide that catalytic action for themselves. The need for the leadership has to come out of the State office. I would suggest in your deliberations you consider the fact that not everything that happens in the State is administrative in nature.

I would like to address several of the recommendations made by GAO which I think are particularly appropriate. One of these is the effective congressional action and Federal administration upon planning and implementation of vocational education. I think that you should be aware of the fact that when you do something here it is affected similarly in the States. And they talk about the proliferation of agencies. My contention is that most of this proliferation is started right here in Washington.

Most people working with vocational programing would agree there is a big proliferation of agencies. State and local government have had a good teacher, and that is the Federal Government. State directors of vocational education, as well as teachers and local administrators, have taken a very strong stand on the position of the sole agency concept, which has been part of the Vocational Education Act since 1917. Proposals before the Congress now suggest that this should be proliferated into more than one agency. Congress has directly contributed proliferation of agencies through the Comprehensive Employment and Training Act. There are numerous other acts also. The States are always influenced by what Congress does. These proliferation activities occur in the States as a result of this.

I am wondering, if what GAO was not really suggesting to Congress is that now is the time for action toward creation of a Department of Education and Manpower.

We talked about this, and I appeared before this committee before on several previous appearances when we engaged in discussion of creation of a Department of Education and Manpower, and have always been told the idea is good but the time is not ripe. I think maybe that GAO is saying is that not only is the time ripe, but perhaps it is past due.

GAO makes comments with respect to the sharing of facilities, and this was spoken to this morning. I think we would all agree that there is some advantage in sharing facilities. I thing this is a two-way street, and I would suggest the perhaps the Federal Government ought to examine and see how much of a duplication of facilities is occuring within the States because of Federal action.

We have 34 very well equipped area vocational technical institutes with very competent people and they could provide services for the Federal agencies including the military. I would only suggest if we are looking for ways to share facilities, maybe we can strengthen both those facilities which are erected by the Federal Government agencies to provide training for their people and the facilities that we are putting up. We have facilities where the Federal Government built them in our State that we never knew they existed until they came around and asked us to take them over and support them. We found that all of the Federal money we get couldn't support some of those facilities that were constructed.

The final thing I want to address, Mr. Chairman, is the matter of excess properties. In my prepared statement, which I would ask to be entered into the record, there is an attachment.

Chairman PERKINS. All of the statements will be inserted in the record, and your prepared statement is inserted prior to your explanation. Go ahead.

Mr. VAN TRIES. There is an attachment No. 2 which deals with excess property and procurement. One of the GAO comments was that States should make more effort in obtaining properties other than through outright purchase. We have had a long and frustrating experience on this, and for a very short period of time the Department of HEW agreed to vocational technical institutes being eligible for excess property. Then after about 4 or 5 months of this eligibility, the Secretary of HEW, Mr. Richardson at the time, withdrew this eligibility and since that time we have not been eligible for Federal excess properties.

My contention is that as a taxpayer that property belongs as much to me as the property we buy at the State level. I see no reason why we should purchase that equipment twice. I see no reason why it should not be made available on an excess basis to the area vocational technical institutes, and vocational high schools around the

Nation. Furthermore, I am concerned about the way it has been prorated in the past where certain regions in certain States received priorities in getting this equipment. If you are a "have" State, you have the first chance. If you are a "have not" State, you get what is left. And I don't think it is fair to my State.

I am suggesting to you that the entire matter of excess properties should be examined, and we see no reason why the Department of HEW should be a middleman for our dealings with the General Services Administration.

Finally, in the GAO report, I think on page 7 of the report, there is a statement that says "We believe that problems experienced in these States and communities are shared by many, and that the solutions implemented by some may be applicable to others, however in States and localities where policies, processes, and practices are not similar to those discussed in this report, our findings and conclusions may not be applicable and, therefore, should not be interpreted as necessarily being typical of vocational activities in all cases."

In the process of reproducing the GAO report, I have listed that one paragraph, Mr. Chairman, and placed it on the title page.

Thank you.

[Prepared statement of Mr. Van Tries follows:]

PREPARED STATEMENT OF ROBERT P. VAN TRIES, ASSISTANT COMMISSIONER, VOCATIONAL-TECHNICAL DIVISION, DEPARTMENT OF EDUCATION, STATE OF MINNESOTA

Mr. Chairman, my name is Robert P. Van Tries, Assistant Commissioner of Education and State Director of Vocational Education, State of Minnesota. I appreciate the opportunity to appear before your Committee at this time to address some of the concerns we have with respect to the document entitled, "What is the Role of Federal Assistance for Vocational Education?" by the Comptroller General of the United States.

Any one reviewing the subject report should be aware of the conditions under which the material for the report was collected. Minnesota was one of seven states in which the GAO conducted what we have termed a "program audit" a term not used by the GAO. The review was performed by three gentlemen whose office location is found in the Federal Office Building, Fort Snelling, Bloomington, Minnesota. The Department of Education, Vocational Division has no complaint with respect to these GAO employees. They were considerate, made every effort to find out about vocational programs, and were courteous to both local agency staff members and those at the state level. We believe this courteous treatment was reciprocated. Having expressed our respect for these gentlemen I think it only fair to point out that the GAO representatives were made aware of vocational programs in this state for the first time. We were surprised to find out that their careers within the GAO had been confined to financial auditing of Government Military contracts. This is not to imply that such experience would not contribute to a review such as this—some of the experience would undoubtedly be valuable. It seems odd, however, that in none of the states reviewed that we are aware of were there any people familiar with vocational education included in the GAO teams. A recommendation to this committee would seem to be appropriate. If the GAO, as an arm of Congress, is to expand its function to making program audits, some system should be created to assure that a majority of the review team's membership be composed of individuals acquainted with the program being reviewed. Probably the most significant statement in the entire GAO report appears on page seven of the document. The statement reads in part:

"We *believe* that problems experienced in these states and communities are shared by many, and that the solutions implemented by some may be applicable to others. *However, in states and localities where policies, processes, and practices are not similar to those discussed in this report our findings and conclu-*

sions may not be applicable and therefore should not be interpreted as necessarily being typical of vocational activities in all locations." (My underlining.)

We have reproduced the GAO report for the use of those individuals requesting copies and have taken this statement and placed it on the front title page. We believe the GAO should have placed the statement there in the first place. Our contention is that not only are the statements not entirely applicable to the states not reviewed but they cannot be generalized even to the seven states that were reviewed.

One further criticism of the report in general. It is difficult for us to understand why the draft report was the subject of several adverse news articles appearing prior to the release of the final report. The copies we received indicated that they were to be of a confidential nature. I expressed to my Congressman, Mr. Quie, and to my Senator, Mr. Mondale, that this kind of operation made it very difficult for the GAO to change the final report because of the extensive distribution made of the draft report. For all practical purposes the draft report was the final report and GAO should have indicated it as such.

Since the statements contained in the review are not identified with any states, it is impossible to answer any inaccuracies that may be in the report. Our reply to the report will be an identification of statements used as they pertain to the situation in Minnesota. Unfortunately there is a principle of political expediency involved. When we complain about generalized statements we are told that the statements didn't apply to this state—they were meant for *other* states. Needless to say "other" states are told the same thing. In order to compare Minnesota with other states I am including a summary of "Project Baselines" as Attachment #1.

Many of the statements in the report are simple statement of fact with which no one can quarrel. One statement appears in the Digest and indicates that "over $3 billion of Federal funds have been expended since the enactment of the Vocational Education Act in 1963." I think this statement should be put in proper perspective. Over the ten year period this averages out to about 300 million dollars each year or about six million dollars per year for the State of Minnesota. During this period of time the state and local educational agencies averaged well over 50 million dollars per year on vocational-technical education. The reason for drawing this to your attention is that throughout the report the GAO keeps referring to the *new* magic words "catalytic action" (undefined). Since required matching is dollar for dollar, what would GAO call this phenomena? Later on the report points out that states are not maintaining the ratios of state to Federal dollars. It would seem to be obvious to most people that there would be a limit to the maintenance of a 10 to 1 ratio on the part of some states. In 1973 Minnesota expended $8,572,956 of Federal funds and $76,213,723 of state and local funds. It was mentioned in the GAO report that one state director said he did not report all state monies used in vocational education. I believe Minnesota was the state referred to and I was the director. My state has a commendable foundation aid program in which some schools receive as much as $1,182 per student enrolled in average daily membership. A percentage of this should accrue to every student enrolled in a vocational program. This foundation aid is in addition to the 76 million reported by Minnesota. This was not reported because it did not seem to be information that would be of assistance to Federal planners.

The point I was making was that the effort of determining this amount was a waste of time and resources when we were already so far over-matched. The money used for accounting could better be channeled into additional programs to serve people.

The GAO report states that organizational patterns at all levels fragment responsibility and result in independent and isolated planning for vocational education. Most people working in vocational programming would agree with this finding. State and local governments have had a good teacher who promoted this proliferation—the Federal government. State directors of vocational education as well as teachers and local administrators have taken a strong position on the "sole agency" concept which has been a part of vocational acts since 1917. Proposals before the Congress now are suggesting a proliferation of agencies in a new vocational act. Congress has directly contributed to the proliferation of agencies through the Comprehensive Employment and Training Act and numerous other acts. States are always influenced by these Congressional Acts and the proliferation of agencies occurs in the states as a result.

Perhaps GAO was suggesting that now is the time for action towards the creation of a Department of Education and Manpower. On several previous appearances before this committee we have engaged in discussion as to the advisability of such a department and have received the impression that the idea is good but "the time is not ripe." The criticism by GAO with respect to proliferation of agencies would seem to support the contention that the time is not only ripe but long past due.

In the report, GAO questions the manner in which Federal funds have been distributed in the states. Again, we cannot comment on other states nor will we contend that Minnesota's distribution methods are without fault. It is our contention that you cannot look at the distribution of Federal funds without looking at the total picture involving state funds as well. The review speaks of concentrating Federal dollars in selected agencies. This has been a standard operating procedure on the part of USOE in its use of Part "D" monies, yet in Minnesota some of our most promising developments have occured because of an incentive of a very small amount of money. Besides this the 1968 act addresses itself to people needs—not geographical needs. The question can be asked, is an agency with a small population any less eligible to have the few needy individuals served than the agency with a high population and therefore more needy individuals?

GAO suggests that "secondary schools, community colleges, and area vocational technical institutes could have made better use of their own facilities and explored opportunities to share each other's resources and those of federally supported manpower programs, military installations, proprietary schools or employers site." With the number of these institutions in the United States this statement is probably true in some states. The problem is a two way street. Duplicated facilities are not always the fault of state and local agencies. Congress should be concerned as to whether the Federal agencies are using state and local facilities rather than duplicating facilities, programs, and systems needlessly. The Congress has, rather than build and strengthen state and local education systems, duplicated these through such programs as those found in DOL and particularly the Job Corps. Congress has, in fact, set up a second system in this country. It could have built on what existed to the benefit of everyone except possibly the Department of Labor.

The review by GAO states that "work experience often has not been an integral component of the vocational curriculum." Most of the states surveyed, and most certainly Minnesota, have extensive cooperative programs using employers work stations. In 1973 the state had 15,824 enrolled and in 1974 this had increased to 17,869. GAO later makes some recommendations about these types of On-the-Job Training Programs that are worthy of careful consideration by Congress.

The General Accounting Office states that "public and private sources of equipment and supplies have not been fully explored." We can only answer that if there are sources which have been unexplored we would appreciate knowing about them. Our experience in such exploration of sources has been a frustrating one with the Secretary of HEW providing unnecessary hurdles that have worked to the disadvantage of our efforts. Of immediate concern on the matter of equipment is the Congressional intention with respect to metrication of American industry and the time lines imposed. Our State Board has indicated a conversion in text books by 1984. If this is a reasonable period of time our state should be allocating monies to affect a conversion of equipment in the amount of about $500,000 or more a year for the facilitation of such conversion. This has implication for the DIR program.

GAO said, "responsibility for job placement assistance has not been routinely assumed by schools and follow-up on graduates and employers has been marginal or non-existent." We challenge this statement. Job placement has been a traditional responsibility for post-secondary institutions for over 25 years. The future of the program has been dependent on successful placement and the instructor's job is contingent on the program continuing. The incentive for successful placement of students in such a case is great. In the case of secondary students our efforts at placement has been much less successful and GAO's criticism is probably correct. We have started piloting some secondary placement efforts. The problem of making the effort in 33 post-secondary AVTIs is considerably different than making a placement effort in 437 secondary schools of the state.

In its "Matters for Consideration by the Congress" GAO suggests setting a limit on the amount of Federal funds that can be retained at the state level. This is a reference to its later comments that the money spent at the state level is "administrative" monies. At no time were we ever appraised of what constituted "administrative" dollars. The conclusion that state level funds are administrative funds is a conclusion that is unworthy of an organization that has audited the government contracts of the largest industries in the nation. Funds expended at the corporate or home office level are not all administrative funds and neither are all the funds expended at the state level of VEA monies.

GAO keeps referring to catalytic action. Where does GAO think the catalytic action occurs? In our state we have 437 school districts, most of which are small. Will the VEA monies allocated to well over 300 small schools provide any catalytic actions? This action is provided by state staff who are not administrative staff but are catalysts in the truest sense.

A potentially credible agency has substituted ambiguity for reality and their generalized conclusions are intolerable if not unbelievable.

STATE: MINNESOTA—1972–73

MINNESOTA STATE DEPARTMENT OF VOCATIONAL EDUCATION

Address: Capitol Square Building, St. Paul, MN 55101.
Phone: (612) 296-3994.
Superintendent of Public Instruction—Mr. Howard B. Gasmey.
Director of Vocational Education—Mr. Robert Van Tries.
Director, Career Education—Mr. Leonard Kodet.
Director, Research Coordinating Unit—Dr. Howard F. Nelson and Dr. Jerome Moss.
Director, Data Processing—Mr. Dick Locke.
Data Information Specialist—Mr. Mel Johnson.

MINNESOTA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Address: 555 Wabasha, Room 201, St. Paul, MN 55101.
Phone: (612) 222-8459.
Executive Director: Mr. Jerry Enright.

POPULATION (1970 CENSUS)

Total population—3,804,971.

Population by location—SMSA: 2,165,029; Central City: 928,411; Non-SMSA: 1,639,942.

Population by race—Negro: 34,868; American Indian: 23,128; Oriental: 5,025; White: 3,736,038; Other: 5,912.

Latino—Permanent: 37,500 (estimate); Migrant: 15,000 (estimate).

Population by age—15–19 years: 373,405; 20–24 years: 292,037; 25–64 years: 1,581,182.

CONTACT HOURS

Secondary—C & H 1 hour/day; T & I 6 hours/day; Coop. 1 hour and 2–3 hours on the job.

Post-Secondary—6 hours/day.

Adult—36 hours/program.

DEFINITIONS OF VOCATIONAL EDUCATION BY SPECIFIC CRITERIA

Vocational Education: Criteria

	Criteria	S	PS	A
(1)	Specific number of contact hours required.	Yes	Yes	No
(2)	Must provide job entry level skills.	Yes	Yes	Yes
(3)	Must include cooperative education or work experience.	No	No	No
(4)	Must provide training in a cluster of occupations.	Yes	No	No
(5)	Instructional personnel must be certificated with work experience in field taught.	Yes	Yes	Yes
(6)	Must have a business/industry labor/community advisory council.	Yes	Yes	No
(7)	Must include vocational guidance and counseling.	No	No	No
(8)	Must include basic education and work related skills.	----------	----------	----------
(9)	Must include job placement assistance.	No	Yes	No
(10)	Must be based on employment demand.	Yes	Yes	Yes
(11)	Must be federally funded......	No	No	No
(12)	Other.	No	No	No

Post-Secondary Education: Criteria

	Criteria	
(1)	Must be enrolled in grades 13 or 14.	No
(2)	Must be enrolled in a junior or community college or other 2-year institution.	Yes
(3)	Must attend day time classes only.	No
(4)	Must have high school diploma or G.E.D.	No
(5)	Must pass entrance exam (Other than G.E.D.).	No

Adult Education: Criteria

	Criteria	
(1)	Must meet specific age requirement.	No
(2)	Must be enrolled in evening classes only.	No
(3)	Completion of specific number of prior school years.	No
(4)	College credit received..........	No
(5)	Specific number of contact hours.	No

DEFINITIONS OF VOCATIONAL EDUCATION BY SPECIFIC CRITERIA—Continued

Completions: Criteria

(1)			(2)			(3)			(4)			(5)		
Must complete one vocational course.			Must complete specific number of contact hours.			Must complete specific grade level.			Must pass achievement test			Based on teacher's judgment.		
S	PS	A	S	PS	A	S	PS	A	S	PS	A	S	PS	A
No	No	Yes	No	No	No	No	No	No	No	No	No	Yes	Yes	Yes

Early Leavers: Criteria

(1)	(2)	(3)	(4)	(5)	(6)
Completes specific number of contact hours prior to leaving.	Obtains job based on skills learned in program.	Drops out of school	Drops out of vocational program	Passes achievement test	Based on judgement of teacher.
No	Yes	Yes	No	No	Yes

Related Fields: Criteria

(1)	(2)	(3)	(4)	(5)	(6)
Field is within cluster for which student was trained.	Field is within same USOE code for which student was trained.	Field is related by work content	Field is related by title only	Any field in which student finds employment.	Teacher determines.
No	No	No	Yes	No	No

ENROLLMENT

Total vocational enrollment:

Secondary	153, 552
Post-secondary	24, 239
Adult	118, 633
Total	296, 424

Vocational enrollment by location:
SMSA: 91,143 or 30.75 percent of total
Central City: 45,062 or 15.20 percent of total
non-SMSA: 205,281 or 69.25 percent of total

Vocational education by program:

Agriculture	43, 445
Distributive education	17, 609
Health	6, 399
Consumer and homemaking	101, 669
Occupational home economics	8, 163
Office	32, 342
Technical	9, 743
Trade and industry	77, 054

Vocational education enrollment by age group:
Secondary enrollment: 153,552 or 41.12 percent of population 15–19 years.
Post-secondary enrollment: 24,239 or 8.30 percent of population 20–24 years.
Adult Enrollment: 118,633 or 7.50 percent of population 25–64 years.

VOCATIONAL EDUCATION FINANCES

Federal allocation—$10,451,885
Total expenditures—$84,786,679
Federal expenditures—$8,572,956
State/local expenditures—$76,213,723
Expenditures by level:
Secondary: $23,516,000 or 27.74 percent.
Post-secondary: $55,758,000 or 65.76 percent.
Adult: $5,513,000 or 6.50 percent.
Expenditures by location:
SMSA: $35,002,446 or 41.28 percent.
Central City: $15,142,052 or 17.86 percent.
Non-SMSA: $49,784,195 or 58.72 percent.
Total instructional costs: $71,704,149 or 84.57 percent.
Administration: $5,960,381 or 7.03 percent.
Construction Costs (New): $5,317,732 or 6.27 percent.
Total ancillary costs: $6,867,925 or 8.10 percent.

VOCATIONAL EDUCATION TEACHERS AND TEACHER TRAINEES

TOTAL FULL AND PART TIME TEACHERS 5,838 (UNDUPLICATED)

FTE teachers for secondary and post-secondary levels and full and part time teachers for adult level (Duplicated).

	Agri-culture	Distribu-tive education	Health	Consumer and homemaking	Occupational and home economics	Office	Tech-nical	Trade and industry	Total
Secondary	336	157	31	788	90	430	0	410	2, 242
Postsecondary	60	119	180	0	96	604	188	757	2, 004
Adult	318	189	98	130	172	452	260	954	2, 573
Total	714	465	309	918	358	1, 486	448	2, 121	6, 819

TOTAL VOCATIONAL EDUCATION TEACHER TRAINEES 6,628; PRE-SERVICE 2,324; IN-SERVICE 4,304

Teacher Trainees by Program (Pre and In-Service):	
Agriculture	456
Distributive education	553
Health	304
Consumer and homemaking	975
Occupational and home economics	246
Office	1, 342
Technical	495
Trade and industry	2, 257
Total	6, 628
Total instructional salaries	$58, 324, 653
Total instructional salaries by level:	
Secondary	$11, 338, 670
Post-Secondary	35, 249, 246
Adult	3, 631, 498
Total instructional costs	$71, 704, 149
Total instructional costs per student by level:	
Secondary	$88. 74
Post-Secondary	$1, 866. 56
Adult	$31. 53

VOCATIONAL EDUCATION FOR THE DISADVANTAGED

Total disadvantaged enrollment	7, 813
Total disadvantaged expenditure	$4, 503, 555
Cost per disadvantaged student	$576. 42
Disadvantaged enrollment by level:	
Secondary	3, 516
Post-secondary	3, 047
Adult	1, 250
Total	7, 813

SPECIAL PROGRAMS FOR THE DISADVANTAGED

WE/CEP (Work Experience/Career Exploration Program). This program grew by 32 percent during the 1972–73 school year. The program is sanctioned by the U.S. Department of Labor, allowing fourteen and fifteen-year-olds to work in the community during school hours. It is designed as a dropout prevention program. According to follow-up study, it has been highly successful. Approximately 660 students were served at a cost slightly over $273,000.

Red Lake Indian Reservation—Four new vocational programs were added at the Red Lake High School and funded entirely with special needs money. The program areas were Food Service, Auto Mechanics, Construction Trades, and Model Office. Preliminary evaluation and follow-up reports indicated that the programs were well received and that all graduates either had jobs or were going on to further training.

Work experience programs—Work Experience continued to use a large portion of Special Needs funds. A growth of 20 percent was experienced throughout the state in the past year. It is a program designed for those students who have not yet made a career training choice.

Corrections—The Department of Education has for a number of years cooperated with the Department of Corrections in providing incarcerated youth and adults with Vocational Education as well as counselors or liaison to assist them in making a smooth transition into employment. A nationally recognized transportation cluster training program was developed at Sandstone, Minnesota, serving inmates from the correctional institution.

Percent of total vocational education enrollment that are disadvantaged	2.64
Percent of Federal funds expended for disadvantaged	23.05
Percent of State and local funds expended for disadvantaged	3.32
Expenditures for disadvantaged by grade level:	
Secondary	$3,103,000
Postsecondary	$728,000
Adult	$671,000

VOCATIONAL EDUCATION FOR THE HANDICAPPED

Total handicapped enrollment	2,205
Total handicapped expenditure	$1,736,072
Cost per handicapped student	$787.33
Handicapped enrollment by level:	
Secondary	1,300
Postsecondary	773
Adult	132
Total	2,205

SPECIAL PROGRAMS FOR THE HANDICAPPED

A person is vocationally handicapped if his handicapping condition hinders him from successfully competing in a regular vocational class. The handicapped monies were spent on support services in regular classes, special classes designed to assist in overcoming the handicapping condition, and developing modified curriculum material. Services utilizing the handicapped set-aside money were expanded.

Work experience for the handicapped experienced a growth of about 20 percent.

VOCATIONAL EDUCATION FOR THE HANDICAPPED

Percent of total vocational education enrollment that are handicapped	0.74
Percent of Federal funds expended for handicapped	11.56
Percent of State and local funds expended for handicapped	0.98
Expenditures for handicapped by level:	
Secondary	$942,000
Postsecondary	$222,000
Adult	$283,000

COOPERATIVE EDUCATION

Total number enrolled in cooperative programs	15,824
Total expenditures for cooperative education (G only)	$780,921
Federal expenditures (G only)	$369,465
State/local expenditures (G only)	$411,465
Cost per student in cooperative programs (G funds only)	$49.35

COOPERATIVE ENROLLMENT BY PROGRAM

Agriculture	0
Distributive Education	7,042
Health	2,333
Occupational Home Economics	623
Office	3,255
Technical	0
Trade and Industry	2,571
Number of schools offering cooperative education:	
Secondary	33
Postsecondary	0

WORK STUDY

Total enrollment in work study	705
Total work study expenditures	$148,191
Cost per student in work study	$210.20

WORK STUDY ENROLLMENT AND EXPENDITURES BY LEVEL

Number of schools offering work study:	
Secondary	0
Postsecondary	[1] 28
Enrollment:	
Secondary	0
Postsecondary	705
Expenditures:	
Secondary	0
Postsecondary	$148, 191
Cost per student:	
Secondary	0
Postsecon[illegible]y	$210. 20

[1] Area vocational-technical institutions.

FOLLOW-UP OF VOCATIONAL EDUCATION

	Number of completions	Early leavers	Construction education	Available for work	Placed
Secondary	29, 086		6, 349	18, 534	17, 746
Postsecondary	18, 749		517	16, 847	15, 965
Adult	(1)	(1)	(1)	(1)	(1)
Total	47, 835	[2] 1, 715	6, 866	35, 381	33, 711

[1] None.
[2] Not available by levels.

FOLLOW-UP BY PROGRAM

	Number of completions	Early leavers	Construction education	Available for work	Placed
Agriculture	5, 073	0	2, 272	2, 667	2, 651
Distributive education	7, 588	380	1, 538	5, 360	5, 148
Health	3, 219	0	11	2, 000	2, 000
Occupational home economics	4, 610	79	1, 851	1, 929	1, 870
Office	10, 698	379	463	9, 113	8, 924
Technical	2, 570	90	77	1, 971	1, 882
Trade and industry	14, 077	787	654	12, 341	11, 230

RESEARCH (PART C)

Total number of new projects	1
Expenditures for new projects	$11, 499
RCU expenditures	$177, 128
Number of continuing projects	3
Expenditures for continuing projects	$90, 579

Eight agencies were awarded funds for conducting research activities during Fiscal Year 1973. The projects engaged in ranged in scope from data gathering, analyzing, and processing for information systems support to evaluation of curriculum/instructional practices and included a variety of target populations, both of level and position. Several of the projects were longitudinal in nature, having been initiated previously and continuing during Fiscal Year 1973.

Four projects were conducted to supplement or expand the Vocational-Technical Education information system.

Three projects were initiated to design and test selected curriculum/instructional concepts, techniques, or practices.

EXEMPLARY (PART D)

Total number of projects	8
Total number of new projects	7
Expenditures for new projects	$117, 042
Expenditures for handicapped	$2, 820
Expenditures for disadvantaged	$13, 985
Total expenditures	$132, 995
Total number of continuing projects	1
Expenditures for continuing projects	$15, 953

PART D EXEMPLARY PROJECTS

Exemplary programs or projects utilizing Part D funds are conducted for the purpose of field testing innovative career education practices and procedures.

A total of twelve projects were started, in process, or completed during Fiscal Year 1973.

A synopsis of the purpose for each project is as follows: 1) develop a system for identifying and instigating course content appropriate to secondary and post-secondary vocational programs (curriculum articulation); provide for advanced standing to students for competencies possessed; 2) develop curriculum materials using an individualized learning package format for selected post-secondary occupational programs; 3) develop and implement a system of individualized instruction addressed to: (a) building upon relevant past experiences, (b) utilizing an open entry/open exist enrollment system, and (c) recognizing the learning rate of individual students; 4) develop and implement a system designed to provide guidance-counseling information, listing programs and training stations available at Area Vocational-Technical Institutes; 5) develop guidance-counseling materials describing career opportunities in the fashion merchandising field; 6) develop a program of career exploration opportunities for senior high school students in a large suburban school; 7) provide foreign training experiences to Vocational Education students and graduates in cosmetology; 8) develop and implement a system for more effectively and efficiently utilizing resources available to Vocational Education; 9) develop a program for orienting and in-servicing the staff of a large urban school in the concepts of career education; 10) field test a program utilizing practitioners as presenters in providing orientation and in-service training on the concepts of career education; 11) develop and implement a procedure designed to promote staff competency in developing individualized performance-based curriculum; and 12) develop an experiential program utilizing the services of practitioners in providing in-service experiences to Vocational Education administrators.

GUIDANCE AND COUNSELING

Total number of projects	1, 140
Ratio of counselors to students	1 : 260
Expenditures for guidance and counseling	$1, 048, 682
Percent of total vocational education expenditures used for G & C	1. 24
Guidance and counseling funding by level:	
Secondary	$0
Postsecondary	$905, 000
Adult	$0

YOUTH PROGRAMS

Future farmers of America (FEA):	
Total membership	*14, 886*
Percent of agriculture students	*34. 26*
Future homemakers of America (FHA):	
Total membership	*13, 612*
Percent of secondary home economics students	*19. 29*
Distributive education clubs of America (DECA):	
Total membership	*4, 879*
Percent of distributive education students	*27. 71*
Office education of America (OEA):	
Total membership	*4, 837*
Percent of office students	*14. 96*
Vocational Industrial Club of America (VICA):	
Total membership	*2, 813*
Percent of trade and industry students	*3. 65*
Home economics and related training (heart):	
Total membership	*654*
Percent of home economics students	*8. 01*

MANPOWER TRAINING

Total occupationally reported USDL enrollment	3,274
MDTA enrollment	2,045
EOA enrollment	1,229
USDL allocation in occupationally reported programs	$15,481,000
MDT allocation	$5,717,000
EOA allocation	$9,764,000
Cost per student in USDL occupationally reported programs	$4,728.47
MDTA cost per student	$2,795.60
EOA cost per student	$7,944.67

MANPOWER ENROLLMENTS BY PROGRAMS

MDTA institutional	1,857
MDTA OJT	188
CEP	765
NYC	268
New careers	36
Operation mainstream	158
PSC	0
OIC	2

OUTSTANDING AND UNIQUE PROGRAMS

Pipestone graduated 90 students from the only meat cutting program in the state last year, a program considered to be the most detailed vocational school meat cutting program in the nation. Although there are several similar programs in the United States, Pipestone offers the only course that covers everything from meat raising to the selling of the final cut and packaged product to retail food outlets. The course is two years in length. All available graduates have been placed in related occupations.

The Mid State Cooperative Center in Little Falls offered a special education program last year that's considered a model for integrating Vocational Education and special education in the state. The center had 53 participating students, all in grades 9–12. Students worked in three major areas: (1) work study, (2) integration in the mainstream of the academic program and (3) skill training. Two of the major courses were auto mechanics and food services.

Brainerd AVTI offered the first landscaping program in the state last year and produced its first group of graduates from the 21-month course as 78 students finished up their training by June. The course included a three-month internship and all available students found jobs.

Anoka AVTI offered a Farrier or "horse-shoeing" program graduating 24 students from the 41-week course. Most graduates from the course are self employed and servicing stables in the twin cities area. The program at Anoka is the only course of it's kind offered by a vocational school in the nation.

St. Paul TVI and Suburban Hennepin AVTI developed the first foreign study tour for Vocational Education in the United States. Four courses have been arranged for Minnesota students to study in Europe. Although no students participated in the program during the first fiscal year, students will be able to visit Europe to study Cosmetology, Fashion Merchandising and Design, Foreign Car Repair, and International Cuisine in the coming year. Students must pay their own way and will receive academic credit in the program.

St. Cloud AVTI offered a Water and Waste program last year, graduating 16 students by June from the 18-month course. All students available for work found jobs. Average starting salaries for graduates were in the $700–$800 per month range. Students were trained mainly to become water and waste treatment plant managers.

The model mini-mall at Southern Minnesota Vocational Center in Wells has become a proto-type for other mini-malls across the state. Sixty students participated in the program last year designed to teach high school students basic entry levels skills such as how to stock shelves in a grocery store, how to run a cash register, and how to display different kinds of products to attract consumers.

A DESCRIPTION OF OCCUPATIONALLY REPORTED VOCATIONAL EDUCATION AND MANPOWER TRAINING FISCAL YEARS 1971, 1972, AND 1973 MINNESOTA

TOTAL ENROLLMENT IN VOCATIONAL EDUCATION

The total enrollment in Vocational Education in 1970–71 was 286,202. In 1971–72, the total enrollment increased 5..33 percent to 301,451. The enrollment decreased 1.67 percent in 1972–73 for a total of 296,424. The total percentage increase in enrollment in Vocational Education in the three-year period from 1970–71 to 1972–73 was 3.57 percent.

ENROLLMENT IN THE THREE LEVELS OF VOCATIONAL EDUCATION

Secondary Vocational Education.—In 1970–71, the enrollment in secondary Vocational Education was 171,954. In 1971–72, the enrollment increased 3.05 percent to 177,203. In 1972–73, the enrollment in secondary Vocational Education decreased 13.35 percent to 153,552. The total change in the enrollment in secondary Vocational Education in the three-year period from 1970–71 to 1972–73 was a decrease of 10.70 percent.

Post-secondary Vocational Education.—In 1970–71, the total enrollment in post-secondary Vocational Education was 20,122. In 1971–72, the enrollment increased 5.01 percent to 21,130. In 1972–73, the enrollment in post-secondary Vocational Education increased 14.71 percent to 24,239. The total increase in the enrollment in post-secondary Vocational Education in the three-year period from 1970–71 to 1972–73 was 20.46 percent.

Adult Vocational Education.—In 1970–71, the enrollment in adult Vocational Education was 94,126. In 1971–72, the enrollment increased 9.55 percent to 103,118. In 1972–73, the enrollment in adult Vocational Education, increased 15.05 percent to 118,63. The total change in the enrollment in adult Vocational Education in the three-year period from 1970–71 to 1972–73 was an increase of 26.04 percent.

ENROLLMENT RELATED TO POPULATION

Total Vocational Education Enrollment.—In 1970–71, Vocational Education enrolled 74.15 persons out of each 1,000 of the general population. In 1971–72, the enrollment per 1,000 general population increased 4.34 percent for a total of 77.37 persons per 1,000. The enrollment in Vocational Education per 1,000 population in 1972–73 decreased 1.69 percent for a total of 76.06. Total change in enrollment per 1,000 general population over the three-year period from 1970–71 to 1972–73 was an increase of 2.58 percent.

Secondary Vocational Education.—In 1970–71, secondary Vocational Education enrolled 46.05 percent of the population 15–19 years of age. In 1971–72, the enrollment as a percent of the population increased 1.41 percentage points to include 47.46 percent of the population group. In 1972–73, the enrollment decreased 6.34 percentage points for a total of 41.12 percent of the population 15–19 years of age. Total change in secondary enrollment as a percent of the population 15–19 years of age over the three-year period from 1970–71 to 1972–73 was a decrease of 4.93 percentage points.

Post-secondary Vocational Education.—In 1970–71, post-secondary Vocational Education enrolled 6.9 percent of the population 20–24 years of age. In 1971–72, the enrollment as a percent of the population 20–24 years of age increased 0.4 percentage points for a total of 7.24 percent. The enrollment in post-secondary Vocational Education as a percent of the population 20–24 years of age in 1972–73 increased 1.06 percentage points for a total of 8.30 percent. Total change in post-secondary enrollment as a percent of the population 20–24 years of age over the three-year period from 1970–71 to 1972–73 was an increase of 1.40 percentage points.

Adult Vocational Education.—In 1970–71, adult Vocational Education enrolled 6.0 percent of the population age 25–64. In 1971–72, the enrollment percent increased 0.52 percentage points for a total of 6.52 percent of the population 25–64 years of age. The enrollment in adult Vocational Education as a percent of the population 25–64 years of age in 1972–73 increased 0.98 percentage points for a total of 7.50 percent. Total change in adult enrollment as a percent of the population 25–64 years of age over the three-year period from 1970–71 to 1972–73 was an increase of 1.50 percentage points.

SPECIAL PROGRAM ENROLLMENT

Cooperative Vocational Education.—In 1970–71, cooperative Vocational Education enrolled 4.96 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education. In 1971–72, cooperative Vocational Education enrolled 5.08 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.12 percentage points. In 1972–73, cooperative Vocational Education enrolled 8.90 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 3.82 percentage points. For the three-year period 1970–71 to 1972–73, cooperative Vocational Education, as a percent of total enrollment in secondary and post-secondary Vocational Education, increased 3.94 percentage points.

Work Study Vocational Education.—In 1970–71, work study Vocational Education enrolled 0.26 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education. In 1971–72, work study Vocational Education enrolled 0.31 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.05 percentage points from the previous year. In 1972–73, work study Vocational Education enrolled 0.40 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.09 percentage points from 1971–72. For the three-year period 1970–71 to 1972–73, work study Vocational Education, as a percent of total enrollment in secondary and post-secondary Vocational Education, increased 0.14 percentage points.

Enrollment of Disadvantaged Persons.—The enrollment of disadvantaged persons in 1970–71 was 10,888. In 1971–72, the enrollment was 9,861 which was a decrease of 9.98 percent compared to the previous year's enrollment of disadvantaged persons. As a percent of total Vocational Education enrollment, disadvantaged persons enrollment decreased 0.55 percentage points. In 1972–73, the enrollment of disadvantaged persons was 7,813 which was a decrease of 20.28 percent compared to the previous year's enrollment of disadvantaged persons. As a percent of total Vocational Education, disadvantaged persons enrollment decreased 0.61 percentage points. The enrollment of disadvantaged persons in 1972–73 decreased 28.24 percent compared to enrollment of disadvantaged persons in 1970–71. When enrollment of disadvantaged persons for this period is compared to total Vocational Education enrollment, it decreased 1.16 percentage points.

Enrollment of Handicapped Persons.—The enrollment of handicapped persons in 1970–71 was 5,856. In 1971–72, the enrollment was 5,271 which was a decrease of 9.99 percent compared to the previous year's enrollment of handicapped persons. As a percent of total Vocational Education enrollment, handicapped persons enrollment decreased 0.30 percentage points. In 1972–73, the enrollment of handicapped persons was 2,205 which was a decrease of 58.17 percent compared to the previous year's enrollment of handicapped persons. As a percent of total Vocational Education, handicapped persons enrollment decreased 1.01 percentage points. The enrollment of handicapped persons in 1972–73 decreased 62.35 percent compared to enrollment of handicapped persons in 1970–71. When enrollment of handicapped persons for this period is compared to total Vocational Education enrollment, it decreased 1.31 percentage points.

ENROLLMENT OF OCCUPATIONAL AREAS

Agriculture Education.—The enrollment in agriculture education in 1970–71 was 31,917. In 1971–72, the enrollment was 34,180 which was an increase of 7.09 percent compared to the previous year's agriculture education enrollment. As a percent of total Vocational Education enrollment, agriculture education enrollment increased 0.19 percentage points. In 1972–73, the enrollment in agriculture education was 43,445 which was an increase of 27.11 percent compared to the previous year's agriculture education enrollment. As a percent of total Vocational Education, agriculture education enrollment increased 3.32 percentage points. The enrollment in agriculture education in 1972–73 increased 36.12 percent compared to enrollment in agriculture education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in agriculture education increased 3.51 percentage points.

Distributive Education.—The enrollment in distributive education in 1970–71 was 14,700. In 1971–72, the enrollment was 15,821 which was an increase of 7.19 percent compared to the previous year's distributive education enrollment. As a percent of total Vocational Education enrollment, distributive education enrollment increased 0.09 percentage points. In 1972–73, the enrollment in distributive education was 17,609 which was an increase of 11.30 percent compared to the previous year's distributive education enrollment. As a percent of total Vocational Education, distributive education enrollment increased 0.69 percentage points. The enrollment in distributive education in 1972–73 increased 19.30 percent compared to enrollment in distributive education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in distributive education increased 0.78 percentage points.

Health Occupations Education.—The enrollment in health occupations education in 1970–71 was 4,191. In 1971–72, the enrollment was 4,468 which was an increase of 6.61 percent compared to the previous year's health occupations education enrollment. As a percent of total Vocational Education enrollment, health occupations education enrollment increased 0.02 percentage points. In 1972–73, the enrollment in health occupations education was 6,399 which was an increase of 43.22 percent compared to the previous year's health occupations education enrollment. As a percent of total Vocational Education, health occupations education enrollment increased 0.68 percentage points. The enrollment in health occupations education in 1972–73 increased 52.68 percent compared to enrollment in health occupations education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in health occupations education increased 0.70 percentage points.

Consumer and Homemaking Education.—The enrollment in consumer and homemaking education in 1970–71 was 135,966. In 1971–72, the enrollment was 139,817 which was an increase of 2.83 percent compared to the previous year's consumer and homemaking education enrollment. As a percent of total Vocational Education enrollment, consumer and homemaking education enrollment decreased 1.13 percentage points. In 1972–73, the enrollment in consumer and homemaking education was 101,669 which was a decrease of 27.28 percent compared to the previous year's consumer and homemaking education enrollment. As a percent of total Vocational Education, consumer and homemaking education enrollment decreased 12.08 percentage points. The enrollment in consumer and homemaking education in 1972–73 decreased 25.22 percent compared to enrollment in consumer and homemaking education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in consumer and homemaking education decreased 13.21 percentage points.

Occupational Home Economics Education.—The enrollment in occupational home economics education in 1970–71 was 12,393. In 1971–72, the enrollment was 13,214 which was an increase of 6.62 percent compared to the previous year's occupational home economics education enrollment. As a percent of total Vocational Education enrollment, occupational home economics education enrollment increased 0.05 percentage points. In 1972–73, the enrollment in occupational home economics education was 8,163 which was a decrease of 38.22 percent compared to the previous year's occupational home economics education enrollment. As a percent of total Vocational Education, occupational home economics education enrollment decreased 1.63 percentage points. The enrollment in occupational home economics education in 1972–73 decreased 34.13 percent compared to enrollment in occupational home economics education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in occupational home economics education decreased 1.58 percentage points.

Office Occupations Education.—The enrollment in office occupations education in 1970–71 was 28,560. In 1971–72, the enrollment was 30,691 which was an increase of 7.46 percent compared to the previous year's office occupations education enrollment. As a percent of total Vocational Education enrollment, office occupations education enrollment increased 0.20 percentage points. In 1972–73, the enrollment in office occupations education was 32,342 which was an increase of 5.38 percent of the previous year's office occupations education enrollment. As a percent of total Vocational Education, Office occupations education enrollment increased 0.73 percentage points. The enrollment in office occupations education in 1972–73 increased 13.24 percent compared to enrollment in office occupations education 1970–71. When compared to total enrollment in Vocational

tional Education, enrollment in office occupations education increased 0.93 percentage points.

Technical Education.—The enrollment in technical education in 1970–71 was 7,427. In 1971–72, the enrollment was 8,050 which was an increase of 8.39 percent compared to the previous year's technical education enrollment. As a percent of total Vocational Education enrollment, technical education enrollment increased 0.07 percentage points. In 1972–73, the enrollment in technical education was 9,743 which was an increase of 21.03 percent compared to the previous year's technical education enrollment. As a percent of total Vocational Education, technical education enrollment increased 0.62 percentage points. The enrollment in technical education in 1972–73 increased 31.18 percent compared to enrollment in technical education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in technical education increased 0.69 percentage points.

Trade and Industrial Education.—The enrollment in trade and industrial education in 1970–71 was 50,988. In 1971–72, the enrollment was 55,210 which was an increase of 8.28 percent compared to the previous year's trade and industrial education enrollment. As a percent of total Vocational Education enrollment, trade and industrial education enrollment increased 0.49 percentage points. In 1972–73, the enrollment in trade and industrial education was 77,054 which was an increase of 39.57 percent compared to the previous year's trade and industrial enrollment. As a percent of total Vocational Education, trade and industrial education enrollment increased 7.68 percentage points. The enrollment in trade and industrial education in 1972–73 increased 51.12 percent compared to enrollment in trade and industrial education in 1970–71. When compared to total enrollment in Vocational Education, enrollment in trade and industrial education increased 8.17 percentage points.

ENROLLMENT BY RACIAL AND ETHNIC GROUP AND SEX

American Indian.—In 1970–71, and 1971–72, the enrollment of American Indians in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Negro.—In 1970–71, and 1971–72, the enrollment of Negroes as a percent of the total enrollment in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Oriental.—In 1970–71, and 1971–72, the enrollment of Orientals as a percent of total enrollment in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Spanish-surnamed.—In 1970–71, and 1971–72, the enrollment of Spanish-surnamed persons was not available as a percent of total enrollment in Vocational Education. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Other.—In 1970–71, and 1971–72, the enrollment of other persons was not available as a percent of the total enrollment in Vocational Education. The 1973 data cannot be determined because the Federal government did not require this information for 1793.

Female and Male.—In 1970–71, females constituted 62.0 percent of the total enrollment in Vocational Education; conversely, males constituted 38.0 percent of the total enrollment. In 1971–72, females constituted 61.0 percent of the total enrollment in Vocational Education, conversely, males constituted 39.0 percent. The percentage point change in the balance of females to males was 1.0. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

TOTAL REPORTED EXPENDITURES IN VOCATIONAL EDUCATION

In 1970–71, the total reported expenditure for all levels of Vocational Education (including Federal, State, and local monies) was $48,285,289. In 1971–72, the total reported expenditure increased to $56,385,955. The total reported expenditure for all levels of Vocational Education increased to $84,786,379 in 1972–73.

Total Reported Expenditure Per Student in Vocational Education, All Levels.—The total reported expenditure per student in Vocational Education (or the average reported expenditure per student, including all levels and all programs) in 1970–71 was $168.71. In 1971–72, the average reported expenditure per student increased to $187.04. In 1972–73, the average reported expenditure per student increased to $286.03.

TOTAL REPORTED EXPENDITURES PER STUDENT IN THE THREE LEVELS OF VOCATIONAL EDUCATION

Total Reported Expenditure Per Student in Secondary Vocational Education.—The total, or average, reported expenditure per student in secondary Vocational Education in 1970–71 was $89.26; this included Federal, State, and local monies as well as all secondary programs. In 1971–72, the average reported expenditure per student in secondary Vocational Education increased to $113.49. In 1972–73, the average reported expenditure per student in secondary Vocational Education increased to $153.14.

Total Reported Expenditure Per Student in Post-Secondary Vocational Education.—The total, or average, reported expenditure (including Federal, State, and local monies) per student in post-secondary Vocational Education in 1970–71 was $1,483.00; this included all programs at the post-secondary level. In 1971–72, the average reported expenditure per student increased to $1,532.09. The average reported expenditure in 1972–73 incerased to $2,300.34.

Total Reported Expenditure Per Student in Adult Vocational Education.—In 1970–71, the total reported expenditure (including Federal, State, and local monies) per student in adult Vocational Education was $33.00; this included all programs at the adult level. In 1971–72, the total, or average, reported expenditures per student in adult Vocational Education increased to $37.83. In 1972–73, the average reported expenditure decreased to $46.47 per student.

REPORTED EXPENDITURES FOR DISADVANTAGED AND HANDICAPPED PERSONS

Reported Expenditures for Didadvantaged Persons.—In 1970–71, the reported expenditure for disadvantaged persons in Vocational Education was $2,456,524 which was 5.1 percent of the total reported expenditure in Vocational Education. In 1971–72, the reported expenditure for disadvantaged persons was $3,223,562; this reported dollar expenditure represented 5.7 percent of the total reported expenditure for Vocational Education and was an increase of 0.6 percentage points. In 1972–73, the reported expenditure for disadvantaged persons was $4,503,555; this reported dollar expenditure represented 5.3 percent of the total reported expenditure for Vocational Education and was a decrease of 0.4 percentage points. Over the three-year period from 1970–71 to 1972–73, the reported expenditure for disadvantaged persons increased 0.2 percentage points as a part of the total reported expenditure for Vocational Education.

Reported Expenditures for Handicapped Persons.—In 1970–71, the reported expenditure for handicapped persons in Vocational Education was $622,986 which was 1.3 percent of the total reported expenditure in Vocational Education. In 1971–72, the reported expenditure for handicapped persons was $1,254,602; this reported dollar expenditure represented 2.2 percent of the total reported expenditure for Vocational Education and was an increase of 0.9 percentage points. In 1972–73, the reported expenditure for handicapped persons was $1,736,072; this reported dollar expenditure represented 2.0 percent of the total reported expenditure for Vocational Education and was a decrease of 0.2 percentage points. Over the three-year period from 1970–71 to 1972–73, the reported expenditure for handicapped persons increased 0.7 percentage points as a part of the total reported expenditure for Vocational Education.

RATIO OF REPORTED STATE AND LOCAL EXPENDITURES TO REPORTED FEDERAL EXPENDITURES

In 1970–71, reported State and local expenditures for Vocational Education were $40,383,975, while reported expenditure of Federal monies was $7,901,314; the ratio of reported expenditure of State and local monies to Federal monies was $5.11:1. In 1971–72, the reported expenditure of State and local monies was $47,428,104, while reported expenditure of Federal monies was $8,957,851; the resulting ratio was $5.29:1. In 1972–73, the reported expenditure of State and local monies totaled $76,213,723, while reported expenditure of Federal monies was $8,572,956; the ratio of reported expenditure of State and local monies to Federal monies was $8.89:1.

COMPLETIONS AND PLACEMENTS IN VOCATIONAL EDUCATION

While the paragraphs below provide additional detail about the three years under study, employment of persons who received Vocational Education, at all levels, can be summarized as follows:

The number of persons employed as a percent of the combined number of completers and early leavers was not available in 1971; in 1972 it was 65.99 percent, and in 1973, 68.03 percent.

The number of persons employed as a perecnt of all persons available for work was not available in 1971; it was 89.72 in 1972; and 95.28 in 1973.

Placement of All Persons Receiving Vocational Education At All Levels.—In 1970–71, the total number of persons completing a Vocational Education program (completers) was 39,839; the total number of persons who left prior to completion time with marketable skills (early leavers) was not available. Of the completers, 30,820 were known to be available for placement.

In 1971–72, the total number of persons completing a Vocational Education program was 41,560; the total number of persons who left prior to completion time with marketable skills was 2,081. Of these two groups, 32,097 were known to be available for placement. Of all completers and early leavers, a followup determined that 65.99 percent were employed. Of persons who were available for work, 89.72 percent were employed.

In 1972–73, the total number of persons completing a Vocational Education program was 47,83[illegible]; the total number of persons who left prior to completion time with marketable skills was 1,715. Of these two groups, 35,381 were known to be available for placement. Of all completers and early leavers, a followup determined that 68.03 percent were employed. Of persons who were available for work, 95.28 percent were employed.

Placement of All Persons Receiving Secondary Vocational Education.—In 1970–71, the number of persons completing a secondary Vocational Education Program was 20,948; the number of persons who left prior to completion time with marketable skills was 887. Of these two groups, 14,616 were known to be available for placement. Of all completers and early leavers, a followup determined that 59.36 percent were employed. Of persons who were available for work, 88.68 percent were employed.

In 1971–72, the number of persons completing a secondary Vocational Education program was 21,973; the number of persons who left prior to completion time with marketable skills was 918. Of these two groups, 15,310 were known to be available for placement. Of all completers and early leavers, a followup determined that 59.39 percent were employed. Of persons who were available for work, 88.79 percent were employed.

In 1972–73, the number of persons completing a secondary Vocational Education program was 29,086; the number of persons who left prior to completion time with marketable skills was not available. Of the completers, 18,534 were known to be available for placement. Of persons who were available for work, 95.75 percent were employed.

Placement of All Persons Receiving Post-Secondary Vocational Education.—In 1970–71, the number of persons completing a post-secondary Vocational Education program was 15,565; the number of persons who left prior to completion time with marketable skills was 944. Of these two groups, 13,121 were known to be available for placement. Of all completers and early leavers, a followup determined that 71.94 percent were employed. Of persons who were available for work, 90.51 percent were employed.

In 1971–72, the number of persons completing a post-secondary Vocational Education program was 16,209; the number of persons who left prior to completion time with marketable skills was 982. Of these two groups, 13,652 were known to be available for placement. Of all completers and early leavers, a followup determined that 71.87 percent were employed. Of persons who were available for work, 90.51 percent were employed.

In 1972–73, the number of persons completing a post-secondary Vocational Education program was 18,749; the number of persons who left prior to completion time with marketable skills was not available. Of the completers, 16,847 were known to be available for placement. Of persons who were available for work, a followup determined that 94.76 percent were employed.

Placement of All Persons Receiving Adult Vocational Education.—In 1970–71, the number of persons completing an adult Vocational Education program was 3,326; the number of persons who left prior to completion time with marketable skills was 176. Of these two groups, 3,083 were known to be available for placement. Of all completers and early leavers, a followup determined that 80.01 percent were employed. Of persons who were available for work, 90.89 percent were employed.

In 1971–72, tthe number of persons completing an adult Vocational Education program was 3,378; the number of persons who left prior to completion time with marketable skills was 181. Of these two groups, 3,135 were known to be available for placement. Of all completers and early leavers, a followup determined that 79.99 percent were employed. Of persons who were available for work, 90.81 percent were employed.

In 1972–73, no followup was made of adults.

ENROLLMENT IN OCCUPATIONALLY REPORTED PROGRAMS—U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

Programs administered by the U.S. Department of Labor can be categorized a number of ways, such a occupationally reported, basic education, and subsistence. In the paragraphs which follow, only those programs are reported which focus on training for employment (occupationally reported).

Total Enrollment in Occupationally Reported Programs, Including Both MDTA Programs and EOA Programs.—The total enrollment in occupationally reported Department of Labor programs in 1970–71 was 7,571. In 1971–72, the enrollment decreased to 6,976 persons. The enrollment decreased in 1972–73 to 3,274 persons.

Total Enrollment in MDTA Programs.—The total enrollment in MDTA programs in 1970–71 was 3,106. In 1971–72, the enrollment increased to 4,463. In 1972–73, the total enrollment in MDTA programs decreased to 2,045.

Enrollment in Five MDTA Occupationally Reported Programs: MDTA Institutional.—The enrollment in MDTA Institutional programs in 1970–71 was 2,286. In 1971–72, the enrollment increased to 2,382. The enrollment decreased to 1,857 in 1972–73.

MDTA On-Job Training.—In 1970–71, the enrollment in MDTA On-Job-Training was 820. In 1971–72, the enrollment decreased to 358. The enrollment decreased to 188 in 1972–73.

MDTA Part-Time.—In 1971–72, (the only year for which data were available) there was no enrollment in MDTA Part-Time programs.

MDTA Job Opportunities in Business (JOP): Entry.—In 1971–72, (the only year for which data were available) the enrollment in MDTA–JOP Entry programs was 1,582 persons.

MDTA Job Opportunities in Business (JOP): Upgrade.—In 1971–72, (the only year for which data were available) the enrollment in MDTA–JOP Upgrade was 141.

Total Enrollment in EOA Occupationally Reported Programs.—The total enrollment in EOA programs in 1970–71 was 4,465. In 1971–72, the enrollment decreased to 2,513 persons. In 1972–73, the total enrollment in EOA programs decreased to 1,229.

Enrollment in Six EOA Occupationally Reported Programs: Work Incentive (WIN).—The enrollment in the WIN program in 1970–71 was 1,362. In 1971–72, the enrollment decreased to 998. Enrollment data were not available in 1972–73.

Concentrated Employment Program (CEP).—The CEP enrollment in 1970–71 was 1,464 persons. In 1971–72, the enrollment decreased to 841. In 1972–73, the enrollment in CEP decreased to 765 persons.

Neighborhood Youth Corps (NYC).—In 1970–71, the enrollment in the NYC program was 330. In 1971–72, the enrollment increased to 426. The enrollment in the NYC program in 1972–73 decreased to 268 persons.

Operation Mainstream.—In 1970–71, the enrollment was 355 persons in Operation Mainstream programs. In 1971–72, the enrollment decreased to 191 persons. The enrollment decreased to 158 persons in 1972–73.

Public Service Careers (PSC).—In 1970–71, the enrollment in Public Service Careers was 39. In 1971–72, the enrollment increased to 57 persons. The enrollment decreased to 36 persons in 1972–73.

Occupational Industrialization Centers (OIC).—In 1970–71, the enrollment in OIC programs was 833 persons. Data were not available for 1971–72. In 1972–73, the enrollment decreased to 2 persons.

ENROLLMENT OF RACIAL AND ETHNIC GROUPS IN OCCUPATIONALLY REPORTED U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

American Indian.—In 1970–71, the enrollment of American Indians was 6.60 percent of the total enrollment in U.S. Department of Labor training programs. This was 5.99 percentage points more than the 0.61 percent of the general population which was American Indian. In 1971–72, the enrollment of American Indians was 7.81 percent of the total enrollment in U.S. Department of Labor training programs. This was 7.20 percentage points more than the 0.61 percent of the general population which was American Indian. In 1972–73, the enrollment of American Indians was 8.52 percent of the total enrollment in U.S. Department of Labor training programs. This was 7.91 percentage points more than the 0.61 percent of the general population which was American Indian.

Negro.—In 1970–71, the enrollment of Negroes was 7.43 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.51 percentage points more than the 0.92 percent of the general population which was Negro. In 1971–72, the enrollment of Negroes was 7.28 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.36 percentage points more than the 0.92 percent of the general population which was Negro. In 1972–73, the enrollment of Negroes was 7.76 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.84 percentage points more than the 0.92 percent of the general population which was Negro.

Oriental.—In 1970–71, the enrollment of Orientals was 0.16 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.03 percentage points more than the 0.13 percent of the general population which was Oriental. In 1971–72, the enrollment of Orientals was 0.22 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.09 percentage points more than the 0.13 percent of the general population which was Oriental. In 1972–73, the enrollment of Orientals was 0.24 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.11 percentage points more than the 0.13 percent of the general population which was Oriental.

Spanish-surnamed.—Programs administered by the U.S. Department of Labor do not report the enrollment of Spanish-surnamed persons as a separate group.

Other.—The term "other" as used in the following paragraph refers to persons and groups *other than* those previously identified as a racial or ethnic minority. Consequently, the "other" group is made up of several, such as the Spanish-surnamed and the white or Caucasian majority.

In 1970–71, the enrollment of others was 85.80 percent of the total enrollment in U.S. Department of Labor training programs. This was 12.54 percentage points less than the 98.34 percent of the general population which was other. In 1971–72, the enrollment of others was 85.81 percent of the total enrollment in U.S. Department of Labor training programs. This was 12.53 percentage points less than the 98.34 percent of the general population which was other. In 1972–73, the enrollment of others was 83.48 percent of the total enrollment in U.S. Department of Labor training programs. This was 14.86 percentage points less than the 98.34 percent of the general population which was other.

AVERAGE FEDERAL ALLOCATION PER TRAINEE IN OCCUPATIONALLY REPORTED U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

Occupationally Reported MDTA Programs.—The Federal allocation for MDTA programs, when divided by the number of trainees, resulted in an average of $2,237.00 per trainee in 1970–71. In 1971–72, the average per trainee was $1,550.53, which was a decrease of $686.47 per trainee. In 1972–73, the average per trainee was $2,795.60, which incrased from the previous year by $1,245.07. Over the three-year period from 1970–71 to 1972–73, the Federal allocation for

MDTA, when divided by the number of trainees, increased an average of $558.60 per trainee.

Occupationally Reported EOA Programs.—The Federal allocation for EOA programs, when divided by the number of trainees, resulted in an average of $3,008.00 per trainee in 1970–71. In 1971–72, the average per trainee was $4,438.92, which was an increase of $1,430.92 per trainee. In 1972–73, the average per trainee was $7,944.67 which increased from the previous year by $3,505.75. Over the three-year period from 1970–71 to 1972–73, the Federal allocation for EOA, when divided by the number of trainees, increased an average of $4,936.67 per trainee.

A CONTRAST OF FEDERALLY REPORTED PROGRAMS—VOCATIONAL EDUCATION, MDTA, AND EOA

In the following paragraph, the term "manpower" refers to enrollments which have been combined, or MDTA programs and EOA programs.

In 1970–71, the total enrollment in federally reported programs, including Vocational Education and manpower, was 293,773. Of the total, Vocational Education enrolled 286,202 or 97.42 percent and manpower enrolled 7,571 or 2.58 percent. In 1971–72, the total enrollment in federally reported programs was 308,427 persons; Vocational Education enrolled 301,451 or 97.74 percent of the total and manpower enrolled 6,976 or 2.26 percent of the total number of persons. In 1972–73, the total enrollment in federally reported programs was 299,698 persons; Vocational Education enrolled 296,424 or 98.91 percent of the total and manpower enrolled 3,274 or 1.09 percent of the total number of persons.

Distribution of Federal Funds to Vocational Education, MDTA, and EOA.—In 1970–71, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $25,533,314. Of this total, the amount expended through Vocational Education was $7,901,314 or 30.9 percent of the total. The allocation for MDTA was $6,951,000 or 27.2 percent of the total. The allocation for EOA was $10,681,000 or 41.8 percent of the total Federal monies.

In 1971–72, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $27,032,851. Of this total, the amount expended through Vocational Education was $8,957,851 or 33.1 percent of the total. The allocation for MDTA was $6,920,000 or 25.6 percent of the total. The allocation for EOA was $11,155,000 or 41.3 percent of the total Federal funding.

In 1972–73, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $24,053,956. Of this total, the amount expended through Vocational Education was $8,572,956 or 35.6 percent of the total. The allocation for MDTA was $5,717,000 or 23.8 percent of the total. The amount allocated for EOA was $9,764,000 or 40.6 percent of the total Federal funding.

Attachment 2

STATE OF MINNESOTA,
VOCATIONAL—TECHNICAL DIVISION.

COMMITMENT FOR EQUIPMENT UTILIZATION IN MINNESOTA'S VOCATIONAL-TECHNICAL INSTITUTES AND CENTERS

Minnesota's total commitments to vocational-technical training are contingent on its capability to procure equipment and materials from *all* generative sources of supply including NIER, Excess, Surplus, Private Donation, Loan and Lease.

Current demands for expansion of training on secondary, post-secondary and adult levels, coupled with concerns for programs of benefits to the returning GI, mandate the continuing of "excess" property procurement for "manpower" or "occupational" training.

It is economically sound and administratively logical that such "special interest" programs of concern to all educators in Minnesota be supported by Congress.

A property procurement program to fulfill this mission must utilize all available resources with capability to procure directly on a program basis from the property administrators as provided in the Federal Property and Administration Services Act of 1949.

Our continued vocational-technical program progress deserves your support for Vocational-Technical Education in Minnesota.

ROBERT P. VAN TRIES.

STATE OF MINNESOTA,
VOCATIONAL-TECHNICAL DIVISION.

MEMORANDUM

To: All Concerned and Interested in Vocational-Technical Education
From: Robert P. Van Tries, Assistant Commissioner
DIVISION OF VOCATIONAL-TECHNICAL EDUCATION
Date: June 2, 1972
Subject: Excess Property Procurement

We have been informed by R. D. Anderson, Executive Secretary of the National Association of State Directors for Vocational Education, that there is a proposal in HEW—Office of Education to *amend regulations that will declare state grant and aid programs in Vocational-Technical Education in-eligible for Federal Excess Property.*

Since last August our State Vocational-Technical Programs through participation in the VTE Excess Property Program with *direct and defined procurement through GSA*, secured valuable and useable properties from many generating agencies in the United States, as well as participating with GSA in the overseas, Home-Run Extended Program.

On-going construction of several multi-million dollar facilities in the metropolitan area, with expansion of programs in our 33 area vocational-technical institutes, coupled with the potential establishment of approximately 75 vocational centers in Minnesota, creates a deep concern for expanding our operational budget and program capabilities.

We are continually concerned with the returning GI and the impact it will have on our training. The "Vietnamization Program" to return the GI, and equipment for utilization, coupled with recent eligibility authorization by HEW BAVTE to procure and utilize needed and necessary equipment and supplies for existing and contemplated expansion programs, is tantamount with program operation plans to procure and economically utilize all available resources to fulfill our mission and enhance the benefits from contracts or grants for approved Vocational-Technical Programs in Minnesota.

It is significant to note that the expansion of the Excess property program for Vocational-Technical Education in addition to the established Manpower Training Program in the Office of Education and those operated directly by the Department of Labor Manpower Administration has been encouraged by the Office of Education. Vocational-Technical, since 1968, has been at a distinct disadvantage with other grant and aid programs in the procurement and use of excess property as provided in Sec. 101–43.320—Use of excess property on contracts and grants; Subpart 101–43.3—Utilization of Excess Federal Register—Vol. 34, No. 230—Tuesday, December 2, 1969.

It is difficult to conceive of a decision which would make Vocational-Technical Education ineligible to receive Federal Excess Property and we request your assistance by contacting Mr. Eliot L. Richardson, Secretary of Health, Education and Welfare, and determine whether the information concerning this proposal is correct, and if so, what changes are contemplated, and *on what basis are changes being proposed.*

DEPARTMENT OF HEW,
OFFICE OF THE SECRETARY,
July 6, 1972.

IDENTICAL MEMORANDUM SPU-R-72-14—SUPPLEMENT NO. 2

To: Assistant Regional Directors, OSPU
From: Director, Office of Surplus Property Utilization
Subject: Review of the Excess Property Program

Subject basic memorandum transmitted a copy of recommended action to be taken by the Department regarding the loan of excess property to grantees of the Department. Supplement No. 1, thereto transmitted a copy of Secretary Richardson's letter of June 23, to Mr. Jack Brooks, Chairman, Government Activities Subcommittee, House of Representatives in which he stated the Department's position regarding this matter.

There is attached herewith a copy of a memorandum dated July 5, 1972 from John M. Donovan, Director of Procurement and Material Management DA-PM to DHEW Activities advising transfers of excess property to grantees of the Department are no longer authorized.

SOL ELSON.

Attachment.

DEPARTMENT OF HEW,
OFFICE OF THE SECRETARY,
July 5, 1972.

To: See Below
From: Director of Procurement and Materiel Management, DA-PM
Subject: HEW Policy on the Use of Excess Personal Property by Grantees

On June 5, 1972, I suggested that you discontinue approving the use of excess property by grantees until a final determination was made concerning this matter.

The Secretary, in his letter to Congressman Jack Brooks, (copy attached), agreed with an ad hoc committee's report that excess property no longer be made to grantees.

Based on this decision by the Secretary, we are preparing a manual circular and a Materiel Management change, which will be released shortly, stating that, "It is the policy of HEW that the use of excess personal property by grantees not be authorized."

KELLY T. MCCONKIN,
for John M. Donovan, Jr.

Attachment.

June 23, 1974.

Hon. JACK BROOKS, *Chairman,*
Government Activities Subcommittee, Committee on Government Operations, House of Representatives, Washington, D.C.

DEAR MR. BROOKS: In further response to your letter of March 16, the Office of Grants Administration Policy, Office of Procurement and Materiel Management, Office of Surplus Property Utilization; and Office of General Counsel have completed an indepth review and evaluation of the excess and surplus property programs of this Department.

Germane to the evaluation of the use of excess property by grantees is the circumstance that the majority of the Department's grantees eligible to use excess property are also eligible for donation of personal property under the Department's Surplus Property Donation program. In view of such donation eligibility and the administrative complexities and burdens now attendant upon the present procedures for grantee use of excess property, the review group has recommended that the availability of excess property for such grantee use be discontinued. *Accordingly the Department's regulations and procedures will be revised appropriately.*

Under the revised regulations, assistance and support of grant activities will, in the future, be provided through the donation of surplus personal properties under the program administered and the established State agencies for surplus property.

We believe the action the Department is taking will eliminate the objectionable aspects of the excess program and will serve the needs of grantee institutions on a more equitable and responsible basis.

With kindest regards,
Sincerely,

ELLIOT L. RICHARDSON,
Secretary.

DEPARTMENT OF HEW,
OFFICE OF THE SECRETARY,
Washington, D.C.

POSITION PAPER

Subject: Use of Excess Property by Grantees

In 1967, the Department initiated a program of making excess property available to grantees by loan for purposes of the Manpower Development Training Program. This undertaking was prompted by the immediate availability of a quantity of excess machine tools and equipment which would accelerate the commencement of training programs at the local level. It was intended that this program of loaning excess equipment was of a temporary nature in order to expedite the MDT program. Subsequently, the General Services Administration amended its Federal Property Management Regulations to affirmatively provide for the use of excess property by grantees as well as cost reimbursement type contractors. During 1971, the Office of Education inaugurated programs whereby excess property is loaned to recipients of grants administerd by its Bureau of Adult, Vocational and Technical Education and Bureau of Higher Education. Transfers of excess property for use in these and other programs have mushroomed since January, 1972.

Title to all excess property transferred to a cost reimbursement type contractor or grantee remains in the Federal Government and must be returned to the Government at the termination of the contract or grant. Inventory control and accountability for all such property must be established and maintained by the Federal agency administering the contract or grant and the contractor or grantee.

Unfortunately, there have been some very serious and disturbing consequences of the widespread use of excess property for these purposes. Grantees have been stockpiling property far in excess of that needed for grant use and have been utilizing it for institutionwide purposes; inventory controls and accountability were absent or totally inadequate; and uncoordinated screening activities and transfer requests from individual grantees have disrupted property disposal activities at Federal agencies. The availability of excess property to grantee institutions resulted in total inequity in the distribution of excess as well as surplus properties, such that those receiving financial assistance (grants) also acquired most of the available property and little was left for the poor and unassisted institutions. Because of these abuses and our desire to insure the continuation of benefits realized from the availability of surplus property by donees in all States, the Department made an indepth review of its excess and surplus property programs.

Germane to the evaluation of the use of excess property by grantees is the circumstance that the majority of the Department's grantees eligible to use excess property are also eligible for donation of personal property under the Department's Surplus Property Donation Program. In view of such donation eligibility and the administrative complexities and burdens now attendant upon the present procedures for grantee use of excess property, the review group has recommended that the availability of excess property for such grantee use be discontinued. Accordingly, it is contemplated that the Department's regulations and procedures will be revised appropriately.

Simultaneously with the referenced deliberations within the Department the General Services Administration, acting upon instructions from the Office of Management and Budget published a proposed revision of its Federal Property Management Regulations in the June 1 issue of the Federal Register (Volume 37, Number 106, pages 10959 and 10960). This revision would prohibit the use of GSA and other Government sources of supply by recipients of Federal grants. Only Executive Agencies and their cost reimbursement type contractors may acquire excess property on a loan basis and thereby reduce the cost of the contract to the Federal Government.

There is no intention on the part of the Department or the Government to deny vocational and technical schools their fair share of available Federal properties. Assistance and support of grant activities will continue to be provided through the donation of surplus personal properties under the program administered by the Department's Office of Surplus Property Utilization and the established State Agencies for Surplus Property. The elimination of the eligibility of grant supported programs to acquire excess property by loan from the Federal Government will result in greatly increased quantities of such properties becoming surplus and available for donation to all eligible donees in all the States.

Since 1946, the surplus property donation program has made it possible for eligible donees in all the States to acquire surplus properties which had an original cost to the Government in excess of 7 billion dollars. This property has contributed materially to promoting and expanding the educational, public health, and civil defense programs in each State. Under the Department's surplus property donation program usable and needed properties no longer needed by the Government are allocated on an equitable basis to the designated agency in each State for distribution and donation to eligible donees in the State.

We believe the action the Department and GSA propose to take will eliminate the objectionable aspects of the excess program and will serve the needs of grantee institutions on a more equitable and responsible basis.

July 17, 1972.

Hon. Elliot L. Richardson,
Secretary,
Department of Health, Education and Welfare,
Washington, D.C.

Dear. Mr. Secretary: I was dismayed to learn today that you have unilaterally terminated the Department of HEW's excess property program for grantees.

I consider tihs action to be hasty and unwarranted in the light of the Senate's approval on June 29th of an amendment that would continue the grantee program; and of the recent decision by the General Services Administration to prolong the period for reciving comments on the proposed change in regulations until July 31.

As I have also indicated in a letter to the General Services Administration, it's inconceivable to me that administrative agencies should even consider terminating this program before adequate information in the impact of the change has been made available to members of Congress who have expressed an interest in it.

Sincerely,

Walter F. Mondale.

Chairman Perkins. We will now hear from Dr Ginger.

STATEMENT OF DR. LYMAN GINGER, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF KENTUCKY, ACCOMPANIED BY CARL LAMAR

Dr. Ginger. Thank you very much, Mr. Chairman.

On behalf of the Department of Education of the State of Kentucky, we want to express our appreciation to every member of this committee for the opportunity of being heard on this particular subject, what we consider to be a very important topic.

I would like to make it clear at the very outset, while many of my remarks may appear to be and are extremely negative, I hope they can be interpreted as being in a constructive vein so we may look at both the good things and the bad things of the total program of vocational education throughout the Nation.

I again feel, very genuinely, that this committee, Mr. Perkins, and those of you who are working with it so carefully, have done an outstanding job in keeping vocational education in the forefront of thinking across this Nation. You have provided important guidelines and modifications, you have continued to encourage in an area, that of vocational education, where this kind of encouragement is certainly needed.

We welcomed the visit from the GAO representatives, and we were happy to have them. We never tried to be defensive in this sort of thing. We tried to get the basic information and we welcome outside information. We welcome outside viewpoints. We, again, are happy to have had them come.

What I think, very frankly, in reacting to the report, there must of necessity be some negative feeling on our part about what has happened. We are one of the smaller States, one of the seven, and perhaps the smallest of the seven States examined. Now we find that so often, and this does happen occasionally in school, you know, some boy will drop a marble and the teacher keeps them all in as a result of that one thing. We felt we all got plastered equally in the comments that were made, and oftentimes by very broad generalizations. We felt that the tone of the report was extremely negative, and we felt that there are so many good things in vocational education particularly in the Commonwealth of Kentucky, and for a certainty throughout this Nation, that it could have pointed in the direction of positive suggestions rather than negative tone.

Now, in looking at this, we must take a look, I think, at some of the terms that are used. The word "catalyst" is used repeatedly. As a former chemistry teacher, a catalyst is a substance which either starts a reaction, speeds it up, or brings it to the conclusion. If there had been money for vocational education, if the money from vocational education has not been a catalyst in this Nation, I don't know what has, because this is precisely what has occurred in our State as well as other States. It has started programs. It has continued programs. It has led to a very complete and definite expansion of programs, and so if it is a criticism that this has not served, then I could challenge the people who did the study and those who wrote the report to come back to our State and do another analysis. Because I believe that without question it has done just that.

The second thing we find difficult about this term is we do not find this in the law when we try to analyze the 1963 law and the later amendments, we do not find it is a specification of the prime motive for the program in vocational education.

Now, another statement that bothered us, and I think this would be true in any rural State in this Nation, we were criticized, or the general statement was made that we were not targeting our programs, but it was a general program and not targeted on basic needs or in certain kinds of communities. It would be impossible in our State to build schools and operate programs that did not target on the people who needed this kind of preparation. This would be utterly absurd to say that we did not need certain kinds of vocational education programs in every section of our Commonwealth, from the rural sections to large cities. Therefore, the criticism that we were not targeting, I think until we have reached the maximum support financially where all of us can have all of the money we need, that to talk about this kind of criticism is really an inappropriate, in my opinion, type of criticism.

Now, we were one of the seven States. We find no reference here that the Atlanta office was visited. Perhaps it was, we do not know, but there is no reference in the report that this was the case. We do find reference that the other regional offices were visited but not in the case of our Atlanta office.

It seems to us, as we read this report, that there were so many things that are so positive and creative and important that we ought to bring a part of this to your attention. In fiscal 1973, for example, 55 percent of the regular part (b) funds were used to support ongoing vocational education programs; 8.5 percent of part (b) funds were used to expand or improve existing programs. We do not find, as we analyzed our expenditures, that the amount of money that seems to be exorbitant was used in the administration.

The Comptroller General suggests that State participation in vocational education funding has not kept pace with Federal increase in funding. We know that this is not the case in our State. In 1965, Federal participation was $3,882,000, and State participation $7,500,000. In 1974 the Federal participation is $10.9 million, and in the State it is $24.5 million. We have dramatically increased the amount of money in our State because we believe in vocational education, and we believe in this bill, and we think that basically this bill is sound, and with slight modifications we can improve it to remove the bugs in it. We realize it is not perfect, but we certainly believe in forward funding. This has been mentioned, that the fact that we do not know sometimes until November or December how much money we should have been doing our planning with, our statewide and regional committees months before, and yet we do not know until much later what we will have.

Again, we have extended our program for the handicapped and disadvantaged persons. If the implication in this report suggests that we have not done this, then I suggest they come back with another team to examine what we have done not only with State money, but also with Federal money. We have added not only staff but increased programs for young people who participate in it.

We agree with them completely that we need to do more and better planning. We think this is the heart of the improvement of any type program. We also agree that we need more and better data. What we also would say at the same time we say we need more and better data for not only for our own conclusions and our own programs, but we need additional kinds of funding. Here I am not asking for more categorical aid but for flexibility which has already been mentioned by some people here today. We certainly agree we need more student enrollment, followup information, and even though we have been working on this in a very specific and emphatic way, we still believe that more of this needs to be done.

We certainly have the strong feeling that in the planning, the implementation of curriculum, and in movement in the direction of better programs for more people, that the State of Kentucky is moving that way. I realize that this study and all of us do, that this study was pointed to seven States, but it was intended to be a generalized kind of conclusion.

It so happens that as we look at this we have some difficulty in finding a complete appropriateness of what has happened as a result of the type program that was written. I would challenge the validity of this study on the basis of it not being sound scientifically from a research viewpoint. I served on many doctoral dissertations. I served as adviser and have made attempts to try to get information that is documented factually. I would say to you, as members of this committee, that I would challenge some of the things in this report as being scientifically redundant.

There are many other implications in thsi report I think should be mentioned. In our State we believe that we are doing in career education somethings that are outstanding in the Nation. We believe in personnel development, in program development, in curriculum development, and through the University of Louisville, and the University of Kentucky, and many other institutions we are moving in that direction.

So as we look at the total overall problem we would say to you that we do need building money. Without the building money, construction money in our State, not many of the things that were done could have been done.

Now let me just give you some figures in a hurry. Appalachian Regional Commission allocated something like $13 million for construction purposes in Appalachia counties. This made all of the difference in the world because the tax base in those counties is extremely low. Without it, and without the money we could get from the State level, these programs could not have been developed. The Economic Development Administration has allotted approximately $2 million in other areas. In all $52 million expended for the construction of vocational education because of the catalytic effect of the Federal money and having a catalyst, if that is important, we think it served that kind of purpose.

An additional $19 million had been approved from all sources for State government for construction, staffing, and operation, and this includes some $9 million coming from general revenue sharing.

So, in looking at the report again, Mr. Chairman, looking at all of the things happening in this Nation, we in our State believe that vocational education must be stimulated, promoted, advanced in every State in the Nation. In many of our States only a small fraction of the total job opportunities are college based. The others are noncollege based. As a result of this, we feel that vocational education for high school students, post-high school students, and adults who will not be going to college can provide for the kind of improvement of programs that we need so badly.

Thank you very much.

[Prepared statement of Dr. Ginger follows:]

PREPARED STATEMENT OF DR. LYMAN V. GINGER, SUPERINTENDENT OF PUBLIC INSTRUCTION, COMMONWEALTH OF KENTUCKY

Mr. Chairman and Members of the House Subcommittee on Elementary, Secondary, and Vocational Education:

My name is Lyman V. Ginger. I am appearing here today as Secretary of the Education and Arts Cabinet and Superintendent of Public Instruction for the Commonwealth of Kentucky. I represent the State Board for Vocational Education in the Commonwealth. Accompanying me is Dr. Carl F. Lamar, Assistant Superintendent for Vocational Education in Kentucky. He will assist me in responding to any questions that you may have regarding the vocational education program in the Commonwealth of Kentucky and explaining any reactions that we may have to the Report by the Comptroller General of the

United States on "What is the Role of Federal Assistance for Vocational Education?"

I appreciate very much your invitation asking me to testify in conjunction with officials from the six other states which were audited by the Government Accounting Office in 1974. I think it is appropriate that we be given the opportunity to testify following their testimony pertaining to the Report they published on December 31, 1974. I am hopeful that our testimony can be given on a positive and constructive note whereby appropriate views, concerns, needs, and recommendations can be expressed regarding the vocational education program that has been developed and implemented throughout this country through the cooperative efforts of our federal, state, and local levels of government—a program which is so vitally important to the social and economic welfare of all people of all ages in all sections of this country. I believe it is essential that a careful review and a detailed analysis be made of the vocational education needs of the people and the manpower requirements of the labor market. At this crucial time in the life of vocational education and during this period of stress and strain that is plaguing our economy, such analysis should be the basis for making important adjustments and necessary changes in vocational education legislation which are essential to the development and impementation of a more viable and effective program of vocational education at the national, state, and local levels. Such considerations should bring about an acceleration of much-needed manpower development and economic growth in reversing the present trend of our receding economy.

I want to take this opportunity to commend the Chairman of this Committee, the Honorable Carl D. Perkins, from the Seventh Congressional District of the Commonwealth of Kentucky, and the other distinguished members of this Committee, for your long-standing commitment and continuing efforts in providing strong, dynamic leadership in enacting sound and relevant vocational education legislation to serve the changing needs for manpower development and economic growth throughout this country.

The legislation has provided important guidelines, modifications, and continuing encouragement to the states along with substantial authorization for federal financial support to promote a wholesome implementation of effective state programs of vocational education. Additionally, it has led to more effective managerial skills, leadership, and financial support for vocational education at the state and local levels in the various states across the country. I can say with certainty that this is a fact in the Commonwealth of Kentucky. I am pleased to have the opportunity to react to the report by the Comptroller General of the United States on "What is the Role of Federal Assistance for Vocational Education?" I am hopeful that my reaction will be objective and constructive in serving the pressing needs of vocational education in the Commonwealth of Kentucky and in other states throughout this nation.

REACTIONS TO THE GAO REPORT

First, I would like to respond to certain specific points made in the GAO report which I think set the tone of the report and give me concern as to the basis for the study and the possible impact that it may have on vocational education legislation. I am hopeful that my reactions are taken as intended which are to analyze the proper role of the Federal Government in establishing a viable partnership with states and local communities throughout this country in the development and implementation of an effective and efficient comprehensive program of vocational education and manpower development.

Mr. Chairman, I believe there are some critical points of a general nature which should be made regarding the Comptroller General's report. We cannot emphasize too much our awareness that we have many weaknesses in vocational education that should be recognized and strengthened as soon as possible for the benefit of the people that this program is designed to serve. It is not our intention to be on the defensive and attempt to gloss over these weaknesses. It is our intention to recognize that they exist and to speak as frankly as we know how why they exist and what should be done to correct them. We strongly believe that a constructive dialogue between the appropriate people at the state level and those at the federal level focused on improving vocational education legislation and overall financial support is in the best interest of the citizens of this nation.

I must be frank in saying that when I read the report submitted by the Comptroller General of the United States on "What is the Role of Federal

Assistance for Vocational Education?". I was amaged by the overall negative tone of the report. It is beyond my belief that anyone could carefully examine the status of vocational education prior to the passage of the Vocational Education Act of 1963, the development that has taken place since passage of that Act, and the present status of the program without recognizing that tremendous developments have taken place in vocational education throughout this country. As I see it, these developments are the result of a strong commitment on the part of the federal, state, and local governments to vocational education and manpower development and a wholesome partnership which has evolved on the part of these three levels of government. I do not believe this development should be taken too lightly because I strongly believe that is the appropriate approach in the development of vocational education if national and state needs and priorities are to receive appropriate attention as we move down the road together.

Since we were the recipients of a GAO audit, we had looked forward to an objective and complete evaluation of the vocational education program in Kentucky which would provide the much-desired constructive criticism of our total vocational education system. However, we have been led to wonder whether adequate emphasis was given to the total effort that is being made in Kentucky to develop a state-wide comprehensive program of vocational education on the basis of a viable partnership by the federal, state, and local levels of government. We have been led to wonder whether too much emphasis was placed on the problems besetting vocational education to the exclusion of an examination of significant advances that have been made over the last ten years. Can this be construed as a complete and adequate audit of vocational education which will be beneficial in the development of a desirable legislative package to support the future course that vocational education should take?

In reviewing the report, frankly, I was led to the conclusion that several parts of the report were made on the basis of inaccurate assumptions—assumptions that we have been unable to verify in reading the Federal Vocational Education Acts and the Conference Reports of the Congress which led to the passage of those Acts. Furthermore, as indicated in the report, we have been led to believe that several conclusions were made on the basis of insufficient facts. This is implied by several statements in the report indicating that the GAO audit team did not make an analysis to determine the extent to which their conclusions were valid. The other feeling that I had in reviewing the conclusions and recommendations made in the report is that there is a discrepancy between the opinion of the audit team regarding the role of federal assistance for vocational education and actually what is stated in the Federal Vocational Education Acts and the federal guidelines submitted to the states for the purpose of developing State Plans for the Administration of Vocational Education which are required in qualifying the state for federal financial assistance.

For example, I strongly believe that the Federal Government has a role much broader than just that of serving as a catalyst in promoting increased involvement and financial assistance on the part of states and local communities. When we recognize the importance of a needs assessment at the national level to determine national goals and national priorities and expect these to be attained through the development of state plans and state programs of vocational education, it becomes obvious that the Federal Government must recognize that it is an equal partner in providing financial support for the development and implementation of vocational education programs in each of the states throughout this country. I believe this feeling was expressed by the Congress in the passage of the Vocational Education Amendments of 1968 when one looks at the levels of financial authoriation built into the legislation, but it is disappointing when one compares the level of annual appropriations in support of state programs with the level of authorizations. The appropriation level has never reached 50 percent of the authorization level in support of vocational education within the respective states. I am in agreement that the Federal Government has been quite successful in serving a catalytic role in motivating the states to focus their attention on significant areas of need in vocational education, and the states have responded in a positive manner. This is evident by the ratio of state and local financial support to that of federal financial support which is in the neighborhood of $5 of state and local funds to each $1 of federal funds.

Another concern that I have in reviewing the GAO report has to do with the expectation that each additional federal dollar is expected to motivate additional state and local financial support. The only thing that I have been able to find in the federal vocational education legislation regarding Part B of the Vocational Education Amendments of 1968 is that the state is required to match the federal appropriation on a 50–50 basis. This includes the 15 percent for disadvantaged, the 10 percent for handicapped, and the 15 percent for postsecondary programs. Kentucky has exceeded this requirement of the Act.

The other statement that has been made by the GAO auditors pertains to the distribution of funds within the state. They indicated that it was the intent of Congress that funds would not be made available to every local educational agency within the state, but it would be targeted only to areas of greatest need. When one analyzes the criteria that are to be used in determining the procedure to be followed in distributing Part B funds, it is difficult for me to understand how one could arrive at a conclusion that there would be any local educational agency within the state that does not have people who do not have vocational education needs or manpower requirements on the part of the businesses and industries located within the areas served by the local educational agency. I must agree that the level of Part B funding to the states makes the federal distribution quite limited for some local educational agencies. However, when it is recognized that these funds are used to supplement state and local financial support, and not supplant it, even the limited funds serve a catalytic role in focusing attention on certain areas of special need.

In all of these areas of disagreement, I find it difficult to accept the conclusions in the Comptroller General's report which are purportedly research based because practically all of them convey negative conclusions about vocational education. If the audit had included an analysis of the total situation instead of just the federal assistance portion, I am sure there would have been many positive conclusions regarding the benefits of vocational education to the people of this nation which have evolved since passage of the Vocational Education Act of 1963. It is on this basis that I find it unrealistic and unbelievable that a research report such as this would be written in a negative frame of reference.

Mr. Chairman, I am confused same as many other people with whom I have conversed, concerning the data on which the report's conclusions were reached. There are numerous references to the fact that only seven states were investigated. However, we find numerous tables and quotas throughout the study that indicate the conclusions were based on data drawn from all of the states that are reported to the U.S. Office of Education.

We are concerned about the adequacy of the research design used for this audit. We would be interested in receiving a more definitive explanation of the rationale used in the selection of the seven states cited for this study. I say that because I have been led to believe that many of the conclusions reached in this report were not based on evidence drawn from the audits made in these seven states. I have carefully reviewed this study for the purpose of pinpointing the weaknesses found in the Kentucky program of vocational education. That has been impossible because of the generalized way in which the conclusions and recommendations have been stated. The Comptroller General has also recognized this same problem in the report digest. He makes this statement:

"For states and localities where the policies procedures, and practices are not similar to those discussed in this report, GAO findings and conclusions may not be applicable and, therefore, should not be interpreted as necessarily being typical of vocational education activities" [across the country.]

It is extremely difficult to take constructive steps in attempting to improve the state program of vocational education in Kentucky when the stated conclusions are mere generalizations instead of facts that can be related to specific situations or specific problems. Such generalizations may be beneficial to the Congress in considering new legislation which will, in effect, serve the needs of all states as they strive to improve the effectiveness of the state-wide program of vocational education. I am hopeful that this will be the real benefit that accrues from the dialogue that takes place here today.

Uses of Federal Funds

The first point the report raises is whether federal funds have been used by the state and local educational agencies for the purposes intended by the Congress. The Comptroller General indicates that federal funds have too often been used to maintain on-going traditional programs of vocational education instead of supporting new and emerging programs. The Vocational Education Amendments of 1968 state that federal assistance will be provided to ". . . maintain, extend, and improve existing programs of vocational education and to develop new programs of vocational education. . . ."

In Kentucky in fiscal year 1973 almost 55 percent of regular Part B funds were used to support on-going vocational education programs and 8.5 percent of the Part B funds were used to expand or improve existing vocational education programs. We do not view such expenditures as violations of the Vocational Education Amendments of 1968.

The Comptroller General points out that "large amounts of Federal funds have been retained at the state level for administrative purposes." In 1973, Kentucky expended 9.65 percent of the Part B funds for administrative purposes at the state level. This represented 8.76 percent of the federal funds available to Kentucky. I would like to point out that states were urged to strengthen state level administration under the Vocational Education Act of 1963 as a basis for strengthening the leadership capacity to monitor programs and to provide much needed ancillary services for the state operations. This is an important function that the states must assume since the U.S. Office of Education has become inadequately staffed to assume an adequate leadership role in providing technical assistance in the areas of needs assessment, planning, evaluating, and monitoring vocational education programs.

The Comptroller General suggests that state participation in vocational education funding has not kept pace with federal increases in funding. We do not feel that this is the case in Kentucky. In 1965 federal participation in vocational education funding was $3,882,082 and the state participation was $7,577,374. In 1974 the federal participation was $10,927,000 while the state and local participation had increased to $24,500,000. Kentucky had consistently overmatched federal funds over the years.

Special Needs of Disadvantaged and Handicapped

The Comptroller General's report indicates that the special vocational education needs of the handicapped and disadvantaged have not been given a high priority. In Kentucky we have consistently met federal matching requirements. Increased state and local financial support for persons with special needs has been generated by the addition of 49 vocational units which represent approximately $600,000 of state funds. In addition, the correctional institutional programs funded with disadvantaged and handicapped funds have been matched 50–50 from the State Department of Corrections.

The number of handicapped and disadvantaged students served continues to increase yearly. The unit responsible for monitoring and supervising these programs increased its professional staff from three to five persons in fiscal year 1973 in an attempt to provide more effective service in this large area of unmet needs. We made significant progress, but we readily admit that we are not satisfied with our accomplishments.

In Kentucky, increased funding in recent years has led to increased enrollment in vocational education programs. Since 1972, spending for vocational education programs increased 3.94 percent. In that period enrollments increased 14.0 percent. During this period, state population increased only 1.46 percent. I might add that a comparison of increased percentages for funding and enrollments for the 1968–1974 period *does* show an 83 percent increase in expenditures compared to a 76 percent increase in enrollments. I think, however, the more recent trend is more indicative of where we now stand regarding the implementation of vocational education programs.

Planning Needs

We concur with the Comptroller General's recommendation that greater attention shoud be given to coordinated, comprehensive planning at the national, state, and local levels. We agree with the National Advisory Council on Vocational Education that national needs must first be assessed and national priorities set at that level before state education agencies can be properly charged with the responsibility of implementing programs of national concern. In the state we have implemented several programs to systematize our long-range and annual planning efforts.

Coordinated Data Gathering Efforts

Kentucky's goal of providing quality occupational education to all citizens has been highly supported by practically all of the state agencies. Recognizing that valid data are vital, not only to vocational education planning, but to all types of economic and manpower planning, the Governor's Manpawer Services Council has provided assistance to the Kentucky Bureau of Vocational Education. Assistance in the development of an information system for the state has come from every agency of state government.

(1) The Kentucky Department of Commerce has one individual assigned as liaison with vocational education.

(2) The Department of Human Resources, through its Bureau of Manpower Services, provides data on the work force, unemployment, and other demographic information.

(3) The Kentucky Department of Labor provides the services of a statistician on a consulting basis.

The data which goes into the development of the state plan comes from numerous sources and are used as the basis for carrying out the vocational program, services, and activities in Kentucky, at both the state and local level.

For planning purposes, this information is updated annually and published in the Kentucky State Plan, the Kentucky Handbook for Planning and Evaluating and Kentucky Information and Training Education System.

Student Enrollment, Completion, and Follow-up Information

Kentucky has three types of student follow-up:

(1) State initiated follow-up in which the instructor provides the data.

(2) State initiated follow-up in which the student provides the data. The model for this was developed for Kentucky by the Center for Occupational Education at the Ohio State University. Kentucky plans to continue this program during fiscal year 1975.

(3) Regional initiated follow-up in which data is provided by the students, instructors, and placement and guidance personnel. A student is polled at various times during a five-year period (usually every other year) to ascertain the students' employment status since leaving a vocational program. Although procedures vary from region to region, the basic procedures meet accreditation requirements.

The student enrollment report is published in October. The report shows total enrollments in each instructional program, both in secondary and postsecondary programs and in preparatory, supplemental, and apprenticeship programs for adults. Also included in this report are enrollment totals for special funded programs and programs for persons with special needs. The report is published for both state-wide enrollments and enrollments in counties covered by the Appalachian Region Development Act of 1965.

At the end of each year, a report is published describing the activities of students completing vocational education programs. The report lists the number of program completions in each major instructional program and the subsequent employment of program completers. Published for state-wide program completions and for Appalachian Region Counties, the report has separate versions published for secondary, postsecondary, and adult program completions.

The follow-up reports are compiled from individual data collected on each vocational program enrollee in the Commonwealth. The original, individual data is maintained by the Bureau of Vocational Education on magnetic tapes and is available on demand.

These data are identified by school, course, and name of student. Hence, complete student follow-up can be accomplished. These data are also available for correlational studies with other data such as the manpower requirements of employers and educational facility availability.

Formula for Distribution of Part B funds

The Commonwealth of Kentucky has an internally weighted Part B allocation formula which is a function of district measure of manpower needs and job opportunities, district measure of vocational education needs, district measure of reasonable local tax effort, and district measure of relative cost of program services and activities. These factors are constructed from a number of relevant variables. A validation analysis in March, 1974, showed that each variable provides a different amount of weight in the formula when all factors are summed and divided by four to result in the final allocation factor for each local educational agency.

Currently, the Bureau of Vocational Education is studying the validity of the data sources for each of the twenty-eight (28) variables in the formula. The data base will be continually updated as newer information becomes available.

Comptroller General's Recommendations Reviewed

We support those recommendations of the Comptroller General that relate to the improvement of the planning process, full resource utilization and the necessity to continually assure that training programs are related to employment. We must stress that we feel national-level direction and guidance must be given in these areas, as well as increased support and technical assistance in order to implement, expand, or expedite efforts relating to these areas.

SELECTED CURRENT EFFORTS TO IMPROVE VOCATIONAL EDUCATION IN KENTUCKY

A number of provocative questions concerning vocational education were raised by the Comptroller General's report. A careful and systematic review of Kentucky's program of vocational education would have revealed many very significant efforts underway to improve our vocational education programs. Kentucky, like many other states would be unable to mount these efforts without our federal support. I would like to make note of a few of these programs.

Curriculum Development

The curriculum is the heart of any educational program. In Kentucky, we have made a substantial commitment to move toward competency based vocational education programs. This effort represents a monumental change for students, teachers, administrators, teacher educators, and our state staff.

When fully implemented, competency based vocational education will allow students to truly experience open-entry and open-exit in vocational education programs. Our programs will be individualized allowing each student, whether he be secondary, postsecondary, or adult, to progress toward his occupational objectives at a speed which is compatible with his capability.

Management Information System

Kentucky, through eleven (11) agencies of state government, is developing a comprehensive management information system (MIS). The system will provide comprehensive information to all levels of planners and evaluators who are concerned with the development of Kentucky's human and economic resources.

The eleven (11) agencies of state government which comprise the Kentucky Manpower Services Council chose the Bureau of Vocational Education, Kentucky State Department of Education, as the agency through which the management information system would be developed.

The information generated by the system provides a sound basis for program and evaluating. The system is organized by components from which information can be extracted individually or combined with information from other components, depending on the target population and the intended use. The major components are manpower demand information (the need for employees), manpower supply information (those employed, those seeking employment, and those preparing for employment), educational resources information, former student follow-up information, cost analysis, and information utilization.

The ultimate goal of the system is to provide all local, regional, and state decision-makers a package of basic information necessary for the optimal allocation of resources in a manner which will insure that all citizens of the Commonwealth of Kentucky receive the greatest benefits possible.

Our efforts to plan, develop, and implement a management information system have received impetus from several sources of federal financial support.

Research and Development

Leaders in vocational education have realized for many years the value of involving the business and industrial sector of the community in vocational education programs. The Bureau of Vocational Education has funded several exemplary projects to test and demonstrate the feasibility of vocational students obtaining the majority of their technical skills while working in a business or industry setting. While this requires very close supervision on the part of the school system and certain immediate sacrifices on the part of the business and industry community, this approach tends to provide the students with marketable skills and competencies. This program shows particular promise for occupations requiring training with very expensive equipment that tends to become obsolete at a rapid rate. It also has considerable promise for programs that are needed but offer only limited employment opportunities within the community and thus the school system cannot justify the expenditures of tooling up for a small number of students.

The Bureau of Vocational Education has for several years supported exemplary and demonstration efforts in the guidance and placement of vocational education students. These have ranged from one year placement activities within a single school system to a multi-year program covering several counties. At the same time, a four-year research study dealing specifically with secondary and postsecondary guidance activities is nearing completion.

A program is now being written to field-test and demonstrate a total guidance, and follow-up program in a ten-county area. This project will begin with students in the upper grades of the elementary school and carry them through the various secondary programs and into the world of work. Services will also be available for individuals who have left the school system but wish to either return to the school to up-grade their skills or wish to obtain other employment.

Most recently the major portion of Kentucky's vocational education research and development effort has been devoted to exemplary projects in career education in local educational agencies. This effort has generated considrable interest and enthusiasm for pre-vocational education programs across the Commonwealth. Through the Bureau of Vocational Education, some state support is now being provided to local educational agencies for conducting pre-vocational education programs.

Several of Kentucky's exemplary career education projects have received nationwide attention for their efforts. We would particularly point to the career education project in the Bowling Green City School System and a regional project, headquartered at Hazard, Kentucky, which involves eleven local school districts, a state vocational-technical school, five area vocational education centers, and one community college.

Personnel Development

We believe some exciting action is occuring in Kentucky concerning vocational education personnel development.

Approximately 2,500 vocational teachers and administrators are participating in regional inservice education programs. The programs are regional in that needs are identified and programs developed in each of the fourteen vocational regions in Kentucky. Inservice activities planned by the regions include: industrial training schools, workshops on specifically identified needs, training to comply with OSHA safety standards, and unique university courses. This effort is possible as a result of the Federal EPDA 553 program.

The University of Louisville is developing a comprehensive teacher education program as a result of a grant from EPDA, Section 553.

The University of Kentucky was selected as one of twenty-eight (28) institutions that qualify to participate in the Section 552 Fellowship Program. Eight prospective leaders in the field of vocational education are spending a year of full-time graduate study on the University of Kentucky campus.

Through funds made available by the Appalachian Regional Commission, 100 vocational teachers and 30 vocational administrators in the Appalachian Region of Kentucky will have an opportunity to exchange positions with representatives from business and industry. The purpose of this effort is to develop a closer relationship between the education community and the business and industry community and at the same time assist vocational teachers in updating their technical skills.

Some 190 regional and local vocational administrators are participating in a simulated administrator inservice program. Five Kentucky universities have participated in producing the simulation materials and providing the inservice program. The purpose of this program is to provide the administrators an opportunity to improve their communication skills as well as their management skills. This is being accomplished through a simulated situation.

The universities are being provided $373,000 Part B funds, in 1974–75 to provide a basic teacher education program in vocational education. This amount is matched with approximately $1,000,000 state funds. This year there are fifty-six teacher educators in seven universities and one college devoting more than fifty percent of their time to vocational teacher education. Last year there were 1,725 students enrolled in preservice and 2,400 enrolled in inservice vocational teacher education programs. Of this number, 389 completed the State Plan requirements for certification in the preservice program and 314 completed the requirements in the inservice program.

Each of the presidents of the respective universities and colleges have designated a representative to serve on a coordinating committee to assist in closer coordination of the vocational education personnel development program.

Expansion of Vocational Education Facilities

One of the problems facing vocational education in developing programs to meet the needs of the people in 1964 was the lack of adequate facilities to provide these programs. Most of the high schools in Kentucky were providing programs and home economics, and the larger high schools were providing programs in marketing and distribution. Trade and industrial courses were offered only in the 13 state vocational-technical schools and seven area vocational education centers.

One of the goals of the State Bureau of Vocational Education in 1964 was to provide vocational programs in all occupational areas to all people in the state who wanted and needed such programs. Since Kentucky has many high schools with enrollments too small to provide a comprehensive vocational education program, state vocational-technical schools were expanded and area vocational education centers were constructed to supplement the vocational facilities in the high schools. These centers were to provide the programs that could not economically and feasibly be offered in the high schools such as technical education, trade and industrial education, and many other courses where students from more than one high school were required to fill a class.

It was the goal of the Bureau of Vocational Education to provide such facilities to serve more than one high school within reasonable travel distance of all high schools within the state and to have these facilities within commuting distance of adults and postsecondary students. We have made significant progress toward reaching our goal.

The Bureau of Vocational Education has used all resources available to provide the needed facilities. Excellent cooperation has been received from several federal agencies in providing needed funds. In addition to state and local funds, federal funds from Part B of the Vocational Education Act of 1963 were used throughout the state. The Appalachian Regional Commission allotted $12,843,000 to the state for construction purposes in the 49 Appalachian counties. The Economic Development Administration allotted $1,700,000 in counties eligible for assistance under this Act. In all, $53,130,000 were expanded for the construction of vocational education facilities from 1965 through 1974. An additional $19,683,855 has been approved from all sources to complete and equip the facilities now under construction or approved for construction. This includes $8,955,000 of General Revenue Sharing funds as well as funds from other sources.

Advisory Councils

Each of Kentucky's fourteen (14) vocational education regions has an advisory council and many local steering committees and program craft committees are being effectively utilized. The involvement of labor, business, industry, educators, and the public at large is having a great impact on the planning and evaluating of vocational education programs, services, and activities.

Expanded Program Offerings

The Federal legislation of 1963 and 1968 through its stimulating and more permissive effect assisted Kentucky to provide a more varied and realistic program of vocational education in the schools. The effects of the legislation is revealed in a more open and searching attitude on the part of vocational educators to provide more relevant training in new and emerging occupations and a greater willingness to revise existing programs to meet the needs of students and business and industry.

New programs and increases in programs have occurred in health, business and office, cooperative education, practical arts, and guidance services. Kentucky also has learning centers in its state vocational schools, enabling postsecondary students needing remedial or enrichment experiences to acquire these while gaining technical learning skills.

We believe Kentucky has made significant strides in providing realistic vocational education programs, services, and activities for its citizens. We admit we have many areas and aspects of our state program that need to be strengthened and expanded.

IMPROVING VOCATIONAL EDUCATION IN AMERICA

Mr. Chairman, I am encouraged by the fact that you and the members of your subcommittee are directing your efforts toward strengthening federal legislation on vocational education so as to bring about improved programs of vocational education across this country.

Our experience with the Vocational Education Amendments of 1968 (P.L. 90-576) has been very satisfying. We believe that P.L. 90–576 is basically a sound piece of legislation. It has resulted in improved and expanded programs of vocational education in Kentucky and across the United States. The great advances we have made in vocational education in recent years are directly related to the greater involvement of the Federal Government through the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. The dramatic impact of vocational education upon the population is revealed by the substantial increases in enrollment per 1,000 total population.

The total enrollment in vocational education has increased at approximately nine percent per year. This has been a good growth rate with federal funding increasing at a corresponding rate.

There is increasing awareness on the part of the citizens of Kentucky that vocational education must assume a greater role in human resources development. About eighty-four percent of the jobs in Kentucky do not require a college degree. As a state and as a nation, we must reorder our priorities so that our people receive the vocational education experiences they so desperately need.

In Kentucky, the Vocational Education Amendments of 1968 have had tremendous impact as evidenced by increased enrollments; improved quality and quantity of vocational education programs, services, and activities; expanded and improved facilities and equipment; and better qualified professional personnel.

A careful review of the Vocational Education Amendments of 1968 will reveal no mention of an intended catalytic effect for Federal financial assistance. However, any valid study of the Effect of P.L. 90–576 will reveal that federal assistance for vocational education has resulted in a catalytic effect envisioned by very few individuals in the late 1950's and early 1960's.

A 1974 report of the Kentucky State Advisory Council on Vocational Education gave this assessment of P.L. 90–576:

"This legislation . . . has made a tremendous impact on vocational education in Kentucky. It has helped place vocational education in a new perspective which has led to a dynamic change in its overall purpose and direction. It has helped stimulate greater public interest and support for vocational education and to bring additional vocational education facilities and programs to all sections of Kentucky.

It has brought about an awareness on the part of the State's leadership which is required to direct program development toward meeting the needs of the people rather than guiding the people toward existing programs."

In the 1960's we faced massive problems and the Federal legislation for vocational education has helped improve Kentucky's educational system. We in Kentucky are aware that we need to strengthen our vocational education programs and we offer the following suggestions for strengthening the Vocational Education Amendments of 1968.

Forward Funding

Vocational educators cannot implement and conduct programs, services, and activities intelligently or efficiently unless they know how much money can be expected from the Federal Government sufficiently in advance of the beginning of the fiscal year. The level of frustration among local, regional, and state vocational educators over the uncertainties of federal financial support cannot be exaggerated. The opportunity of this subcommittee to propose legislation for forward funding ought not to be missed. We urge this course of action in the strongest possible terms.

Vocational Education as a High Priority

Mr. Chairman, we applaud your efforts and those of this subcommittee in attempting to secure adequate funding for vocational education. We believe the authorizations provided for in P.L. 90-576 were reasonable and adequate. However, as you are well aware, authorizations and appropriations seem to be miles apart.

The socio-economic conditions of our times have resulted in rapid increases in our vocational education enrollments. Heavily strained budgets are quickly reaching the disaster stage. In general, we support the vocational education funding proposals of the American Vocational Association.

Experience has shown that the investment of federal dollars in vocational education results in an average of $5 of state and local dollars generated for vocational education. In Kentucky, we believe this to be a very good rate of return.

Needs Assessment

Meaningful planning, at any level, requires an accurate needs assessment. In Kentucky, we strongly support the needs assessment concept. I have noted earlier in these remarks that we are diligently striving to implement a management information system. Our experience and the experience of other states would indicate that the development and implementation of a systematic, comprehensive, and continuous needs assessment system is a time consuming and expensive process. We support the concept and strongly urge the enactment of federal legislation to support a relevant needs assessment in each state before priorities for programs, services, and activities are established.

Long-range and Annual Planning

Meaningful planning requires an effective information system. To require states to do effective planning without the proper supporting systems will not result in better planning. The planning process should involve educators and the citizens of a state. The total process should embrace an analysis of needs, the establishment of priorities, the writing of measurable product oriented performance objectives, the development of plans to meet the objectives, and formative and summative evaluation.

The State Board for Vocational Education should be responsible for the development of the state-wide plan for vocational education. This should be an operational plan that yields a functional document that coordinates the delivery of vocational education programs, services, and activities to all potential students.

This process would unquestionably result in the improvement of vocational education for our people. It will require considerable technical assistance for the federal and state officials charged with managing vocational education.

Supporting Services

Under supporting services, we have chosen to include curriculum development, research, exemplary programs, dissemination, and professional personnel development. These are critical areas for vocational education. These areas represent the cutting edge for improving vocational education.

Prior to the 1963 and 1968 federal legislation for vocational education, the supporting service areas received minimal support at the federal and state levels. It is almost a certainty that many states will not adequately support these areas unless specific amounts of money are set aside in the legislation.

Kentucky has benefitted beyond our fondest hopes as a result of our efforts in vocational education research, curricular development, exemplary programs, dissemination, and professional personnel development. I have described some of our current efforts earlier in my remarks. We would be happy to pursue the significance of these areas with the committee at your discretion.

If vocational education is to progress, it is imperative that the supporting areas be clearly identified in the federal legislation and that *each* of the supporting areas be provided specific, categorical funding.

The time has long passed when we need to devote more serious attention to the improvement of the quality of our vocational education programs, services, and activities. This improvement of quality is accomplished mainly through the supporting service areas. I encourage the Federal Government to provide sufficient financial support for these efforts.

Financial Assistance to Needy Students

The work-study programs have assisted vocational educators in reaching the goal of Congress to make vocational education available to people of all ages. Many students who need vocational education cannot afford to remain in school. If vocational education is to reach the needy students who are unemployed and underemployed, particularly dropouts or potential dropouts, it is imperative that increased provisions in terms of student stipends, direct grants, and student loan programs be initiated as a part of the vocational education legislation.

Prevocational Education

One of the areas of education that has been consistently neglected is the junior high school program. This important period of time for our youth has been appropriately described as a "mini-high school wasteland." We support the proposed legislation of the American Vocational Association which provides focus for students in grades seven through twelve.

Is is important that students have an opportunity for orientation to our economic system and meaningful exploration of the clusters of inherent occupations so they may choose—in conjunction with their parents, teachers, and counselors—those occupational clusters in which they want more in-depth experiences and in which they eventually want to receive extensive preparation.

Emphasis on a Single State Agency

The role of the State Department of Education is influenced by the role of the Federal Government in education. The administration of all vocational education programs and manpower training programs should be consolidated under a single agency at the federal and state level. Education must become a major priority area of the Federal Government and this should be reflected by the establishment of a Department of Education with sufficient staff to provide the leadership needed for such a significant part of the life of each of our nation's citizens.

The federal legislation for vocational education should be so designed that individual states receiving funds for vocational education would be required to designate the State Board for Vocational Education as the sole state agency responsible for the management and control of all aspects of vocational education and manpower training. The lack of coordination inherent in multiple agencies and separate planning groups and commissions is detrimental to comprehensive program needs assessment, program planning, program development, and program evaluation.

Funds need to be made available for strengthening the capabilities of personnel responsible for vocational education in the State Departments of Vocational Education to provide the necessary leadership to meet the vocational education needs of the citizens.

Cooperative Vocational Education

We believe that cooperative vocational education should receive higher priority in the new vocational education legislation. Work experience is an extremely valuable technique to use in preparing students for employment. Cooperative vocational education programs have been successful in Kentucky when they have been carefully planned and supervised by a competent coordinator, and detailed agreements have been successfully negotiated with employers and labor unions.

Cooperative education can provide additional training stations for more students without prohibitive additional costs, assist students in the transition from school to work, enable students to acquire a better grasp of the work for which they are preparing, and develop a better understanding of the American free enterprise system. Expanded funding for this program is needed to meet the increasing opportunities for programs involving the cooperative vocational education method of instruction.

State and National Advisory Councils

The State and National Advisory Councils provide a viable communication link among labor, education, business, industry, and the public at large. These Councils have provided a valuable sounding board for public opinion.

We urge increased support for the State and National Advisory Councils.

Disadvantaged and Handicapped

The Vocational Amendments of 1968 (P.L. 90–576) require the classification of disadvantaged and handicapped students and mandate a set-aside from the basic grant of 15 percent for programs, services, and activities for disadvantaged, and 10 percent for the handicapped. Enrollment in programs for disadvantaged and handicapped has increased significantly since the implementation of the 1968 Amendments, and funds to provide special services and to modify programs to satisfy their special needs have increased proportionately.

We recommend that future legislation continue to contain set-asides for the disadvantaged and handicapped.

CONCLUSION

In conclusion, the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 have provided exemplary legislation for meeting the vocational education needs of our people. I believe it is essential that the Federal Government consider our suggestions for strengthening the potential of vocational education in meeting the needs of our nation. We believe our recommendations are sound and represent a challenge to the Federal Government to assume its rightful place as a full partner in providing the vocational education services needed by our citizens. Mr. Chairman, we offer our continuing assistance and consultation as you deliberate future on considerations for strengthening vocational education legislation.

Chairman PERKINS. Thank you very much, Dr. Ginger.

Our next witness is Mr. Shoemaker from Ohio, State Director of Vocational Education.

STATEMENT OF BRYL R. SHOEMAKER, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF OHIO

Mr. SHOEMAKER. Thank you, Congressman.

I am director of vocational education for the State of Ohio.

I think at the outset I should point out our concern, as Mr. Quie indicated, that corrections or improvements are important and necessary in every program, and I don't think there is any of us at this table, or any of us in the Nation but what we would agree with it. I think our concern that we want to express today relates more to Mr. Meeds, you are right, if you would take this report in terms of the publicity in the newspapers, I think you have every right to ask why our efforts in the 1968 Act did not result in more changes and improvements. I think your question is a sound one, and I think this is this type of thing that is getting in our newspapers in our country that has caused me significant concern because I think we have done significatnly what you and Congress asked us to do, not for your sake, not for our sake, but for the sake of young people.

Picking up this one point on which many of your other points are based, this term "catalytic action," if I could indicate visually, this chart to you, in 1963 one of the basic things you said to me was you wanted an adequate program of vocational education in all parts of a State for all people.

With the help of the funds from the 1963 Act, our State legislature and our State government got interested and concerned. All of these areas in golden color are areas in which there is already in place or will be physical facilities and programs necessary to provide an adequate program for youth and adults in that area.

The board of education said to the white areas, "You will by September 1975, or we will work to assign you, to make it happen." Ninety-three percent of the young people in the State of Ohio have an adequate program available to them or will when construction is completed—84 percent of the school districts.

Mr. Meeds, no way can you look at this and not realize that your goals and intent, in terms of looking at scope, scope of services, what a significant effect this has had, looking at the area of construction can do this. We spend $430 million in a conservative State, and you are next to my State, you know Ohio does not spend a nickel of tax money unless they know they get their dollar's worth.

Out of that, about $72 million of that has been Federal funds. But that $72 million proved to the State of Ohio that it could be done, and what would happen as a result of it. As a result, our present Governor has again asked, "We need about another $76 million to complete the planning," and we did the planning. And to say we have not done planning is stupid, and we knew what it would cost to get from where we were, ground zero, to where we should be at least in terms of the minimum goal.

Looking at the matter of growth in service in terms of people, in terms of units of investment, and incidentally all of these units of investment are State moneys, meet the goals and matching requirements of the Federal program or they don't get the moneys. To having from the matter of 1,000 units of investment in 1963 to this year, 6,960 units in that period of time, and to say a program has not been catalytic again borders on criminal negligence or just not any basis for it.

Looking down here you talk about balance of program. The green is agriculture. Black is business and office. The yellow is the area of distribution. The blue is home economics. Orange is trade and industrial education. And you can't talk about headcounts. You have to talk essentially about units of investment if you want to talk about balance in terms of looking at that area.

Looking quickly at the major cities that Ohio has, about eight major cities, we have perhaps the largest number, we have been growing in terms of major cities not only in terms of numbers of units but approaching the percentage in terms of the total percentage of vocational units in our major cities having grown, approximately 25 percent of our, or 26 percent of our enrollment in our State is in the major cities, and within 2 years they will have caught up and exceeded their percentage.

We have a goal set by our State board of education we shall provide for no less than 40 percent of our youth in the State of Ohio in terms of age 16 and above for vocational education. Congressmen, that would not have been there if it had not been for the 1963 and 1968 Acts, proving with those funds that it could be achieved.

Looking at the areas they talked about, the matter of increasing funding, and very significantly they left out of their report the one thing that is in question, the area of maintenance, which one of the Congressmen said was the first word. Please keep it in there because

I watched too many jackrabbit programs come out at the Federal level, and in 2 years it is gone.

But I had to sit down with the people who came in and read the law to them. I had to read the law to them and show them in the law the fact maintenance was in there. They kept denying it is in there, and in the report still deny the term "maintenance" was a part and parcel of that section of law. I would plead that be maintained, otherwise you will be running jackrabbit starts, in these 3 years you will have starts and then it is gone in that area.

Looking at it should increase funds, in terms of State and local, it went to $213 million this year. If that is not increase funds, tell me what is. In terms of reporting higher priorities of persons with stronger needs, we have gone up. We had not identified in 1963, handicapped, with over 9,500 this year.

Congressman Ford mentioned the fact that in this area of handicapped, there are other ailments investing in this which we do not count, Congressman, in matching of this. Our dollars often go into extra costs for adapting these children's capabilities in vocational education, making it possible not to have to have the basic educational costs of those people.

Giving you two programs, occupational work experience for kids that can't fit into regular programs, over 14,000 today. That program was not there in 1963, and over 17,000 young people, dropouts who they told us would not be there long enough to get into vocational education if we didn't do something for them, over 17,000 in 4 years, and yet this program is being threatened by legislation that says they have to be paid $2 an hour if we want to teach them to work and teach them to be worth something, we have to put them to work. Because of the regulation, even if we work them in a school or anyplace, they have to be paid $2 an hour. That will threaten the success of giving young people a chance to work and learn they are worth something when the school system has taught them they are not worth anything.

In the matter of the priority of programs geared to emergency job opportunities, we had 90 different types of programs in 1963 and 188 today. Very interestingly, one of the newspapers in my State picked up from the GAO report, "Why aren't you offering this, and this?" The local school called in and said, "Please come out and take a look." The scope of vocational education today has no relationship to what was there in 1963. It is a totally different program in scope.

You name an occupational area. In the name of conventional wisdom it is a point that vocational education is not on the cutting edge of education. We are there.

Let me tell you those developing in vocational education don't hire anybody. They found it out in Manpower in 1963 and in 1966 they had to say, "I guess we found the jobs are really in the bread and butter occupations that had been there and will be there in times to come." If you want to talk about training firemen, law enforcement people, data processing, you name it, we will do it any time there is a job.

In terms of planning, we suggest you take a look at the fact we have a local plan in 105 districts in the State of Ohio which matches the 12 goals established at the State level plans. I do not agree that Federal planning is just an eyewash type of thing. In my materials that I gave you it includes a section of our State plan which identifies 12 goals and puts how many people we are talking about, how many people they may have years from now, and if you want to find out what we did each year they make us tell them each year in our annual report sent back to them.

Congressmen, I notice my time is limited. I have so many things I would like to say because the situation in Ohio has been so significantly different from what this report says.

Let me point up several things I am concerned about. In terms of procedures for the report, they have explained away, supposedly this draft report. A copy of that draft report is in your material there, and I suggest you read it. See if it was a studied document, based upon study which became a basis then for further discussions. I suggest that you read this report.

The implications are the ideas identified in that draft report are essentially the same concepts and ideas that flow into this report, without any indication of facts, figures, or studies that are there. I can't help but raise questions about the nature of the report. It is not that we are concerned about criticism. I can probably sit here and tell you more things that I think need to be improved in 5 minutes that you can find in their report. But the issue is why are we not given a chance at any point to react, to read what was coming out of our States?

In a previous year's report, I got three copies, three sets of reports from them, to which I could react. Those copies are from the preceding GAO report and are in there in (b), (c), and (d). I got nothing here. I could get no report from them to which I could react in terms of the State of Ohio.

As far as I know, not one single State could get one report out of them in terms of this. I don't understand this practice, where we didn't have a chance to react. Has any report reached this office of "sometimes" or "not necessarily. I raise a question about it. If it is true 85 percent of the time; yes, sir, I need to be corrected or changed, and if I am wrong I need to be corrected and changed.

But to have a report go out over the Nation and then for this report to be leaked, it was common knowledge in the draft report before this ever came before Congress. I was being asked questions in my State about a report I had not even seen at that point because there were newspaper articles, even editorials, assuming the truth of it, before Congress ever had a report.

I don't understand what mechanisms, because I know this, the people from the newspapers don't read those darn things. Someone had to put together a summary and put it out. It is not a concern for suggestions of criticism, or it is not if I am wrong, correct me, I will accept that. But to them it is a program by minor statements of not total fact. I think it is inappropriate for an agency of this type, the GAO.

I appreciate the chance to speak.

[The complete statement of Dr. Shoemaker follows:]

PREPARED STATEMENT OF BYRL R. SHOEMAKER, DIRECTOR OF VOCATIONAL EDUCATION, STATE OF OHIO

Subject: Report of the Comptroller General of the U.S., "What is the Role of Federal Assistance for Vocational Education?"

Mr. Perkins, and members of the Subcommittee on Education, I am Byrl R. Shoemaker, Director of Vocational Education, State Department of Education, Ohio. I am apperaing in place of Dr. Martin W. Essex, State Superintendent of Public Instruction, who had been invited to appear before your committe. Dr. Essex expresses his apologies for not being present, but was already obligated for this date at the time the invitation was received.

I am pleased to have the opportunity to appear before this committee to provide information concerning the report by the Comptroller General of the United States entitled, "What is the role of Federal Assistance for Vocational Education?" It is my opinion that: procedures followed in the preparation of the report were questionable and not in keeping with procedures followed in a previous G.A.O. study which was conducted in Ohio; it is possible a preliminary bias existed on the part of the person or persons directing the study at the national level; a series of minor truths from selected states were used as a basis for inaccurate findings, often negated within the material explaining the finding; and that the unusual amount of negative publicity throughout the nation based upon the initial draft of the report raises a question about the integrity of those responsible for the draft and the source of the news articles at the national level.

While I speak only for Ohio in relationship to the study, it appears that similar concerns for both procedure and content have been expressed by all states involved. Questions about the report, vehement denials concerning the findings, and opposition to many of the recommendations must be based upon more than oratory. I have therefore prepared an analysis relating to the overall report, the findings and the recommendation in relationship to facts about the vocational program and the procedures followed in the G.A.O. study in Ohio. Those of us working in vocational education do not claim the vocational programs under public education are perfect. We do, however, believe they represent the most productive federal, state and local team effort concerned with educational services for youth and adults and the most responsive to national goals in terms of real long-range changes.

Discussions with representatives of G.A.O. at the time of the completion of the study in Ohio indicated that our state would have an opportunity to review the written report on Ohio and to respond in writing to the report. This procedure was not followed. An analysis of the Comptroller General's Report in relationship to both procedures and content follows.

A. OVERVIEW

The Comptroller General's Report to Congress identifies on page ii the role of Federal funds under Vocational Education Amendments of 1968 as follows:

"These funds were intended to encourage state and local governments to: Increase their funding, accord high priority to persons with special needs, provide programs geared to persons with special needs, and increase the number of participants."

This statement of purpose for Federal funds under VEA '68 ignored the clear statement in the law that such funds could also be used to "maintain" vocational programs that had proven successful.

The following information shows in very brief form that Ohio has used VEA '68 monies creatively and effectively for the purpose identified above in the Comptroller General's report:

Increase their funding

Funding expended year	Total	Federal	State/local
1963	$10,705,378	$2,305,276	$8,400,102
1968	49,902,737	12,603,964	37,298,773
1974 [1]	247,601,578	33,896,775	213,704,803

[1] Preliminary figures included $85,814,928 investments for construction and equipment from State, local, and Federal funds.

Accord high priority to persons with special needs

	1963	1968	1974
Total disadvantaged	[1] 302	[1] 13, 118	80, 247
Youth			62, 006
Adults			18, 241
Total handicapped			9, 519
Youth			8, 095
Adults			1, 424

[1] Not separated into youth and adult enrollments.

New programs established for persons with special needs

Disadvantaged Population

For youth.—

Agriculture Work Experience—in related agriculture occupations. Clerical Services—in office work for disadvantaged persons. Occupational Work Adjustment—for identified potential dropouts age 14–15. General Merchandising—for Inner City youth in marketing. Occupational Work Experience—co-op program for school disoriented youth.

In FY 74, 54 districts provided special programs for disadvantaged youth who had language, reading, computational, or other educational deficiencies, and were also socio-economically, or culturally disadvantaged. Impact—for 7th grade inner-city disadvantaged girls in homemaking. Teen Mothers—for pregnant teenagers in the disadvantaged sectors. Crisis Girls Intervention Program—potential delinquent girls in homemaking. Occupational Work Lab—serious school disoriented youth in-school program.

For Adults.—

FFA Camp Program—disadvantaged adults and youth on environment.

Infant Stimulation Program—for parents of disadvantaged pre-school children.

Home Day Care Mothers—to prepare for child care in day care centers.

Corrections Programs—in cooperation with institutions in developing and operating vocational programs.

Various full-time programs for adults who are disadvantaged in the construction trades, office occupations, machine shop, welding.

Handicapped Population

In FY 1974 4,473 handicapped persons, 329 with multiple handicaps as EMR, deaf, speech impairment, visual, emotional, crippled, learning disabled, or other health handicaps were specially served in 26 Ohio districts—work assessment, sheltered work experience, job training, attitude adjustment, individual and social adjustment, computational adjustments, as well as adjustment programs to enable enrollment in regular programs.

Building maintenance and custodial training programs.

Upholstering program.

Office Skill Program for Blind—at State Blind School.

At the Ohio School for the Deaf, vocational programs were developed in business and office skill practices, printing practices, and automotive body and fender repair.

A power sewing program was developed for educable mentally retarded youth. Penta Skill Center for Educable Mentally Retarded, serving parts of four counties.

Jefferson Skill Center for Educable Mentally Retarded serving Toledo, Ohio.

At the Penta County Joint Vocational School a pre-vocational program for handicapped students.

In Fulton County a work evaluation and work assessment program for handicapped youth was established.

At Willoughby-Eastlake a handicapped program was developed to provide individualized assistance toward work skills in five occupational areas.

Adult education programs have been developed at Columbus Technical Institute for blind and deaf students.

At Greene County Joint Vocational School a cooperative program between Special Education and Vocational Education was developed in five areas for EMR students.

Work assessment and work evaluation programs established in fifteen vocational planning districts.

Toledo, Akron, Cleveland, Columbus and Dayton have developed programs to provide work evaluation, work assessment and a variety of occupational skill areas for entry participation.

In Trumbull County an allied hospital training program has been initiated for EMR students.

At the Appleseed Trail Joint Vocational School the project NOW (New Opportunities for Work) implemented a variety of occupational programs for Educable Mentally Retarded students.

Additional cooperative efforts have been developed with the Division of Special Education at the Mahoning Co. Joint Vocational School and Eastland Joint Vocational School.

Provide programs geared to real and emerging job opportunities

Number of different programs offered:

1963	90
1968	156
1973	188

A State Plan has been developed based on quantified objectives and providing an adequate program in all sections of the state.

Local plans have been developed by each vocational education planning district, utilizing the labor market data from the Industry Occupation Matrix developed by the Department of Labor.

PLACEMENT FISCAL YEAR 73

	Total		Secondary		Postsecondary		Adult	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Completed program	43, 446	100. 0	39, 825	100. 0	[illegible], 083	100. 0	538	100. 0
Available for placement	31, 792	73. 2	29, 230	73. 4	2, 066	67. 0	496	92. 2
Not available for placement	8, 824	20. 3	8, 112	20. 4	703	[illegible]	9	1. 7
Status unknown	2, 830	6. 5	2, 483	6. 2	314	10. 2	33	6. 1
Not available for placement	8, 824	100. 0	8, 112	100. 0	703	100. 0	9	100. 0
Continued full-time school	4, 113	46. 6	3, 767	46. 4	341	48. 5	5	55. 5
Other reasons	4, 711	53. 4	4, 345	53. 6	362	34. 2	4	44. 5
Available for placement	31, 792	100. 0	29, 230	100. 0	2, 066	100. 0	496	100. 0
Employed in field trained or related	23, 925	75. 2	21, 886	74. 9	1, 678	81. 2	361	72. 8
Other employment	6, 216	19. 6	5, 789	19. 8	343	16. 6	84	16. 9
Unemployed	1, 651	5. 2	1, 555	5. 3	45	2. 2	51	10. 3

Increase the number of participants

	1963	1968	1974
Increased number of participants:			
Total	138, 253	262 583	505 3[illegible]
Youths	47, 542	104, 941	259, [illegible]3
Adults	90, 711	157, 642	245 [illegible]1

A thorough review of the Comptroller General's report based upon studies of vocational education programs in eight states leads me to the belief that the final report could not have been prepared by the person who made the study. The two gentlemen who made the study of vocational education in Ohio. Daniel J. Hauser and Ivan J. Ketterman, came into our state totally unfamiliar with the field of vocational education, but made every effort to become familiar with the program and to look intently and fairly at program operations. The direction of the study, however, at the outset seemed to lack definition and the final decisions seemed to direct the study towards technically oriented fiscal areas rather than broader program developments and changes. While this was to be a program audit and not a fiscal audit, the plan for the audit tended to ignore the growth of services to people.

While I find it difficult to relate the GAO audit study in Ohio to the final report. I do find a correlary in concept between the report which is the subject of this analysis and a draft of a Comptroller General's report to Congress entitled "Review of Implementation of Vocational Education" which evidently had been prepared and was in print at the time the team initially made a visit prepared prior to the initial visit to Ohio included this statement of findings to the state of Ohio. The draft of a Comptroller General's report to Congress and conclusions: "Federal support for vocational education is not serving the catalytic role envisioned by Congress. For the most part, federal funds do not achieve congressionally-intended redirection of state and local effort."

A report prepared as a part of a previous 1971-72 GAO study of vocational education programs in the state of Ohio, entitled "Summary on the Coordination of Vocational Education in Ohio to National and Local Job Opportunities" opened with this statement: "The Ohio Division of Vocational Education (ODVE) has established procedures for coordinating new vocational courses in Ohio to industry needs. The local school districts have followed these procedures and as a result, a majority of industry representatives interviewed believe the Ohio program is providing training which is related to industry needs. The instruction is also varied to meet the interests and abilites of Ohio students." The report goes on to point out that many students still are not being reached because of (1) lack of resources, (2) lack of guidance and direction at an early age, (3) lack of knowledge of basic mathematics and English. None of these three relate to any fault in the vocational education program.

A copy of the summary report prepared by a previous GAO study team as a part of their study in Ohio is included." It is impossible to read this report prepared by the GAO study team in Ohio and to accept the report, "What is the Role of Federal Assistance for Vocational Education?" prepared by a person or persons above those who completed the study. The direction and intent of the study, as well as the attitude of those directing the study, becomes suspect when one reviews the draft of the report prepared before the state study was made. It appears that the GAO state study investigators were instructed that positive reports concerning the Ohio program would not be acceptable, that something had to be wrong, and they were to find it.

Any study of the vocational program in Ohio would indicate that an increasing amount of state and local resources are being directed towards reaching a greater number of youth and adults. Further review would indicate that Ohio has initiated a career development program which at the present time provides education towards career choice on a program basis to approximately 10 percent of the youth in Grades K-10. Procedures, practices and school district attitudes are such that the career development program could be extended to all districts if monies would be made available to cover the extra costs of such a program.

I have always had a great respect for the GAO, and still retain a great respect for the people conducting the studies within the states. I must, however, question the intent and quality of the studies made by GAO on vocational education in the light of the two GAO studies conducted in the last several years on vocational education.

The initial draft of the report which is the subject of this analysis made reference to a 1972 report by GAO on vocational education and gave a negative summary of that report. Ohio was also one of the four states included in the preceding report, and I find it difficult to correlate the negative analysis with the summaries of the evaluation of Ohio prepared by the GAO auditors who visited and made the analysis of our state. Attached are copies of the summary reports made during the earlier GAO study by the GAO auditors visiting Ohio.

Those of us working in vocational education in the states have a difficult time understanding the very negative posture of a number of reports relating to vocational education at the national level. Such reports as "Work in America" generated at the direction of HEW make use of selected studies to arrive at a negative position on vocational education and people who made the studies have repeatedly indicated the studies were misquoted and mis-used.

Such reports and position papers, such as the one entitled "Career Education: Toward A Third Environment," generated at the top of Health, Education, and Welfare, and totally denigrating both vocational education and essentially the total public education program in the nation, do not correlate with the facts presented by the program success in the states. Using Ohio as an example, since the passage of the Vocational Education Amendments of 1963, Ohio has invested a total of $434 million in the construction and equipment of vocational education facilities to serve the youth and adults of the state. Of this amount $74,082,943.50 was federal funds under authority of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. The remainder were state and local funds. In no case were state or federal funds allocated to a district or area center until the local people had voted the matching monies for their share of the costs of building, equipment and operation.

In addition to construction funds, the state of Ohio will invest during 1975 approximately $97 million state funds for the operation of vocatonal education programs. In addition the local districts or area vocational centers will also invest additional operating funds.

The state of Ohio is a conservative state. It has one of the lowest property tax rates of any of the industrialized states in the Union, and yet both the state legislators and local taxpayers have seen vocational education as a sound investment, not in terms of theory, but in terms of practice. Statements which indicate that the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 have not had a catalytic effect upon programs in the state are not only a mis-statement of fact, but also border on criminal negligence on the part of anyone who makes them.

The developments in Ohio speak for themselves. In 1963 Ohio had approximately 1,000 units of vocational education at the high school level—a unit being a group of students meeting for 22½ hours per week in a vocational program. During fiscal year 1975 Ohio has 6,946 units of vocational education 252,000 adults were served through vocational education. Additional facts operating. In 1963 Ohio was serving 97,000 adults. During the 1974 fiscal year could be added relative to the growth of services to the disadvantaged, the handicapped, inner-city families and other significant changes in the vocational education program. Such growth and change in vocational education are undeniably in keeping with the broad goals established by and a direct result of the catalytic action of the funds made available under the Vocational Education Acts.

I believe that Congress should give serious consideration to the reason for the negative reports which are not congruent with the data generated by factual studies. Congress has in its hands summary reports prepared at the direction of the Education Subcommittee of the House of Representatives from each of the states written on the basis of the goals established in these Acts. I can conjecture regarding the direction of the efforts at the national level to discredit vocational education, but I find it hard to believe that such conjectures could happen in this nation.

Investments in vocational education have been supported by Congress and have proven to be one of the few major success stories of the federal-state-local relationship. Continued growth in enrollments in vocational education programs in Ohio are the best evidence that the reports generated at the national level regarding the ineffectiveness of the federal-state-local relationship in vocational education are false.

B. REVIEW OF THE SECTION OF THE COMPTROLLER GENERAL'S REPORT TO CONGRESS ENTITLED "MATTERS FOR CONSIDERATION BY THE CONGRESS"—PAGE IV

As indicated by the overall summary identified in A. of this analysis, and the review of the individual findings in Section C, it is believed that the report was written in a negative fashion, based upon attitudes and a limited gossip-like approach and could just as easily have been reported as a strong encouragement for vocational education. There is no question but what there is a continuing need for improvement in vocational education programs throughout the nation. There is also, however, no question but what there have been massive changes and revolutionary growth and development in vocational programs, since the passage of the Vocational Education Acts of 1963. Any review of the statistical and factual data involving the quantity of the persons served, the scope of the programs offered and the success of graduates will point to outstanding successes of the federal-state-local relationships in vocational education. The president of the State Board of Education in Ohio, who is certainly no vocational educator, made the statement, "The growth and development of vocational education in the state of Ohio is a Horatio Alger story that has not adequately been told." Progress towards the goal in the state of Ohio of providing an adequate program for youth and adults within our state is indicated on the map enclosed as "Exhibit E." (Placed in subcommittee files.)

The following is a review of the section of the report entitled "Matters for Consideration by Congress." The recommendations were prefixed by the statement, "This report calls attention to specific areas of administration and operation of the Vocational Education Act that can be strengthened at the Federal, State, and local levels to help insare that vocational programs achieve maximum impact. It suggests that the Congress consider amending the act by:"

1. Setting a limit, as provided in other Federal education legislation, on the amount of Federal funds that can be retained at the State level so that more funds can be made available for direct services to program participants at the local level.

Response.—The states are already significantly overmatching the federal funds made available under the Vocational Education Amendments of 1968. They have indicated their commitment to the growth and development of vocational education through such investments. In the state of Ohio $97,000,000 will be invested this year of state funds in the operation of the vocational programs.

The adoption of this recommendation by Congress would be the most deadening action that could be taken in terms of the further growth and development of vocational education. The catalytic effect of both the federal vocational regulations and federal funds allocated to the states is dependent upon the maintenance of strong state and federal leadership. Within the state of Ohio 93.4% of the salaries of state administration and supervision is only 4.7% of the total Part B budget of $20,921,022.00. In addition, the state of Ohio provides for the facilities, heat and light, without any charge made to federal funds.

This recommendation should be rejected because it would be counter-productive and the states have shown their willingness to invest in vocational education.

2. Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process (see chapter 3).

Response.—Ohio has a statewide plan for vocational education based on a law requiring all districts to provide an adequate program of vocational education for all youth in all parts of Ohio. This law was stimulated by the Vocational Education Amendments of 1968 Federal Law. Quantified goals for a total vocational education program have been established.

As of this date 94 percent of all high school youth in Ohio have an adequate program available or under construction. 86.7 percent of all districts have cooperated and provide such programs. All large cities are covered. The State Board of Education has set a deadline of September, 1975 for all districts to provide programs to meet the standards.

Each of the local vocational education planning districts have completed a plan based upon the relationship of the statewide goals to their district on a one-year and four-year basis. Department of Labor trend data for occupations was adapted to Ohio first and then to each local vocational education planning district.

What department of government has planned as carefully?

3. Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of federal funds that can be used to maintain existing activities.

Response.—The history of federal programs which invest and run should have exhibited to the federal level the fact that such a process discourages continuity of program services at the local level. Within Ohio ongoing vocational programs at the high school level are funded entirely from state funds, but most of the adult vocational programs are assisted with federal funds. The concepts, policies and legislation in each of the states vary, and any continuity of program must include some concept of maintenance of federal investments in programs meeting the goal of legislation if we are to do anything but chase new fiscal rabbits each year. It is obvious that the expanded funds under the Vocational Education Acts of 1968 have had a catalytic effect, have expanded the scope of vocational education, and have provided programs for youth and adults with special needs. This recommendation would force a decline in many of the fine developments under the Vocational Education Acts.

4. Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped, if the Congress believes these

two groups should receive priority attention in the utilization of Federal funds. Two of these options are:

(a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50-50), thereby insuring State and local involvement in and commitment to these efforts.

Response.—Again, such a pattern would be counter-productive in that it would delimit the catalytic effect that can be achieved by a high ratio of federal investments in new types of vocational programs to serve youth and adults with special needs. When the normal program services are significantly overmatched, an investment of a high percent of federal funds into risk programs is one of the greatest opportunities for the catalytic effect of federal funds for vocational education. With Ohio as an example, we have learned over a period of years to serve more effectively the disadvantaged youth and adults and Ohio is now investing over $14 million of state and local dollars in comparison with over $3 million of federal vocational funds in programs for such youth. We are still learning, on the other hand, how to better serve the handicapped youth and adults of our state and the investments for the handicapped are in the neighborhood of $2.5 million of federal funds to $657,561.00 of state and local funds.

This recommendation would not further the goal of the expansion of services to those with the greatest need, nor would it further the concept of the catalytic effect of vocational education funding.

(b) Increasing the percentage of the set-asides for the special need categories.

Response.—The present set-asides insure attention to the problems of the disadvantaged and handicapped and in many states, such as Ohio, vocational training program services for such students at the high school level are covered by state funds. The federal funds are used for supplementary services and the development of new types of programs.

Additional funds from Part B VEA 68 may be used if needed for disadvantaged and handicapped, but an increase in such percentages would decrease the flexibility of the use of funds.

5. Requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973 to insure that education and manpower efforts will be synchronized for students at all levels—secondary, postsecondary and adult.

Response.—The 1202 Planning Commission authorized by the Educational Amendments of 1972 has not been implemented in terms of the regulations included in that Act. Within Ohio a 1202 Commission has been approved by the U.S. Office of Education which is simply the State Board of Higher Education. The State Board of Higher Education is not augmented by any other persons, and its interest and concern is strictly in the area of higher education programs. I have served with the Advisory Committee to that 1202 Commission as a substitute for Dr. Martin Essex, our State Superintendent of Public Instruction. The Advisory Committee has met three times. There is, however, no indication that any broad planning will take place concerning the total educational program in the state of Ohio, much less the vocational education efforts within the state. There does not seem to be any hope that the 1202 Commission as a temporarily funded unit without adequate staffing and without official position within a state can serve significantly in the type of planning role envisioned by this recommendation.

Likewise, under the Comprehensive Employment and Training Act of 1973, I serve on both the State Prime Sponsor's Council and the Balance of State Council. These councils are used for advice and counsel and for recommendations on limited policies regarding the allocation of funding, rather than for broad planning. It does not seem feasible that such agencies will become adequate planning units, with authority in the states rather than voluntary type of limited funded agencies.

6. Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary facilities.)

Response.—Ohio is using facilities of industry and business for the training of over 45,000 youth in cooperation education programs. The facilities of industry and business also are used for many supplementary vocational programs for adults. The major armed service installation in Ohio, Wright-Patternson AFB, works cooperatively with the Dayton Public Schools to provide cooperative employment, work experience and exploration opportunities for the youth in the Dayton Public Schools. There are not significant facilities for training resources in the state of Ohio that are unused where such resources will be made available to the public schools for their use.

Several of our area vocational education centers have taken over abandoned armed services facilities and converted those facilities to use for vocational education. This recommendation ignores the broad needs of vocational education for additional facilities and points towards a very limited program source in terms of the training facilities for the armed services in the state of Ohio.

On the other hand, we have made information available to the Department of Defense, that our area vocational education facilities which are used on a very limited basis over the week ends could possibly be considered for the training of "weekend warriors" at a very reasonable cost to the nation. The real question is whether the armed services need to establish training facilities which stand idle for a significant period of time, or whether more effective use be made by the armed services of the facilities for vocational education in the nation.

The same facilities are being used in Ohio for secondary and adult vocational programs. The post-high school technical facilities in Ohio have limited resources for vocational training of youth or adults, except for upgrading training for adults and we have encouraged such program services.

7. Establishing a legislative policy that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

Response.—The needs for construction between the various states will be different at different points in the developmental pattern of the state. Given the direction to provide vocational education for all youth and adults in all parts of each state, the need for construction, a significant amount of construction is inevitable. Under our planning in Ohio, we would anticipate the completion of our construction program by FY 1978. Given the fact that most of the construction and equipment funds expended in Ohio to date have been state and local dollars, but also given the fact that the federal funds for construction have stimulated the much larger amount of state and local dollars, it is believed that there has been adequate justification for every federal, state and local dollar spent on construction. Profit-making schools are generally located in major cities where broad public vocational facilities can be justified.

Volunteer facilities from armed services, industry and business are valuable wherever the sources can be of assistance to and supplement plans of a state for meeting the needs of youth and adults. Such voluntary facilities, however, are supplementary and not basic to meeting broad needs of many states throughout the nation. Alternatives have been considered and economy has been practiced. Vocational construction costs have been maintained at less than $25.00 per sq. feet.

8. Requiring that Federal vocational funds directed to local education agencies for programs be used for those skill areas for which existing or anticipated job opportunities, whether local, regional or national, can be demonstrated.

Response.—This is a very worthy goal and to the best of my knowledge this is the goal accepted by every LEA and the State Department of Education within every state in the nation. The Division of Vocational Education in the State Department of Ohio is now in the unique position of being criticized strongly by superintendents of certain local districts in the state for refusing to approve construction for programs which do not match the labor market demand data generated by our state and local planning projects. Ohio has had a very well organized plan, utilizing the best data available from the Department of Labor. (See answer on 2.)

9. Requiring that work experience be an integral part of part B programs to the extent feasible.

Response.—With 45,641 youth in the state of Ohio involved in cooperative programs in which the youth spend one-half day in school and one-half day in industry or business, it is obvious that work experience is an integral part of vocational education in Ohio to the extent feasible. Information included in the analysis of the findings of the GAO report point up the restrictions and limitations of such cooperative work experience programs. Russia, under Kruschev, found that the concept of work experience for all was not feasible, since such work experience would tend to become "make work" and certainly not related to vocational training. Present policies in the law are adequate. Work experience in a useful program in vocational education, but it cannot be the major delivery system.

10. Requiring that schools take responsibility for job placement assistance and followup in Federally supported vocational education programs.

Response.—This is an area in which there is general acceptance in terms of responsibility, but a significant need for improvement in techniques and practices. Improved funding is needed if we are to initiate a job development and job placement program which involves both the teachers and specialists in a continuous program. The placement report for Ohio for FY 1973 is as follows:

	Total		Scondary		Postsecondary		Adult	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Completed program	43,446	100.0	39,825	100.0	3,083	100.0	538	100.0
Available for placement	31,792	73.2	29,230	73.4	2,066	67.0	496	92.2
Not available for placement	8,824	20.3	8,112	20.4	703	22.8	9	1.7
Status Unknown	2,830	6.5	2,483	6.2	314	10.2	33	6.1
Not available for placement	8,824	100.0	8,112	100.0	703	100.0	0	100.0
Continued full-time school	4,113	46.6	3,767	46.4	341	48.5	5	55.5
Other reasons	4,711	53.4	4,345	53.6	362	43.2	4	44.5
Available for placement	31,792	100.0	29,230	100.0	2,066	100.0	496	100.0
Employed in field								
Trained or related	23,925	75.2	21,886	74.9	1,678	81.2	361	72.8
Other employment	6,216	19.6	5,789	19.8	343	16.6	84	16.9
Unemployed	1,651	5.2	1,555	5.3	45	2.2	51	10.3

Public vocational education has a better placement record and pattern of responsibility than any other public supported educational effort.

11. Reducing the impact of several barriers which inhibit persons from participating in vocational education.

Part a.—Considering amendment of the general provisions of the Higher Education Act of 1965 (20 USC 1088) specifically the provisions relating to the definitions of eligibility for partciular student assistance programs, where the students without a high school diploma or equivalent can take advantage of federal grant loan programs for postsecondary schools by allowing designated school officials to certify students as eligible on the basis that they could reasonably be expected to complete the courses satisfactorily.

Response.—There would be full support for this type of an amendment from those working in vocational education throughout the states. Such an amendment, however, would still not require postsecondary institutions to enroll such students.

Part b.—Removing restrictions which result in vocational education opportunities being limited to those in or above the ninth grade. Not all handicapped youth, for example, can reach the secondary level, yet need vocational services and training.

Response.—This recommendation is based on the false concept that enrollment in vocational education programs is dependent on the achievement of a certain grade level. Age and maturity level, not grade level, are the basis for enrollment in a vocational education program. A young person age 16 in the 6th or 7th grade would be eligible to enroll in vocational education programs. Work adjustment or work experience career exploration programs are provided for 14- and 15-year old youth at any grade level. *No action would be required, therefore, concerning this recommendation.*

C. ANALYSIS OF THE REPORT

It is suggested that a significant number of the findings and conclusions included in the report to Congress on "What is the Role of Federal Assistance for Vocational Education?" are inaccurate in relationship to the majority of the programs in the nation. If a number of findings and conclusions are found to be inaccurate or to be accurate in only a limited number of cases, the recommendations and matters for consideration by the Congress will also be questionable. A reference was made above to the report prepared by the GAO auditors in Ohio which did not correlate with the findings in the Comptroller's draft report. A brief report follows on each of the findings in the body of the draft report with reference to the Ohio program.

CHAPTER 2

Finding.—VEA Funds do not necessarily play catalytic role

Response.—As indicated in the review, this finding is factually untrue for Ohio and for the nation, in terms of both progress to date and trends for the future.

Examples: (1) No state funds were available for construction of vocational education facilities in the state of Ohio till federal funds, matched with local funds, proved the value of such investments. Since 1965 $149,489,864.10 of state funds and $199,143,889.71 of local funds have been invested in construction and equipment.

(2) State investment in operation, exclusive of local district investment, was approximately $7,102,376 in FY 1963, vs. $97 million in FY 1975.

(3) The statistics gathered by the U.S. Office of Education indicate clearly the growth of services to both youth and adults in terms of numbers of persons served, services to disadvantaged and handicapped, services to major cities and services to inner city sections of those major cities.

(4) Reports also indicate the growth of new programs of a type to serve the less able students.

The finding is not accurate in terms of the state of Ohio or for the nation.

Finding II—Large amounts of federal funds retained at State level

Response.—The federal administrative and supervisory costs for the state of Ohio are 4.7% of the total Federal Part B budget of $20,921,022.00. It is true that the majority of the funding in state administration and supervision is from federal funds, in terms of salary costs of 93.4% federal, 6.6% state. The state, however, provides without charge office space, heat and light. 25,216 square feet of building space and utilities are provided for vocational education without any federal payment. At $5.00 per square foot, this state investment totals $126,080.00.

Finding III—Proportion of Federal funds expended for administrative type of activities has been increasing.

Response.—The statement of finding talks about estimates without knowing the amount of funds that are expended for teacher education under the heading "ancillary funds." Within the state of Ohio teacher education is 44.36 percent of the ancillary funds.

In addition, the added leadership and program development activities requaried by the increased emphasis upon disadvantaged and handicapped groups and other special categories have obviously required more state leadership.

The statement of finding is unworthy of any unit which purports to be an auditing unit. Increased responsibilities for change brings increased leadership costs. Change will not take place without adequate state leadership.

Finding IV—Ratio of State and local support to Federal part B support

Response.—This is an interesting finding, since the Vocational Education Act is the only state-federal-local relationship in which the state and local investments continuously go beyond the required matching established in the Act. The state and local investment in Ohio in relationship to the federal Vocational Act investments are as follows:

	Percent Federal	Percent State and local
1963	21.5	78.5
1970	14.9	85.1
1973	15.8	84.2

There are variations in the ratios of amount of state and local funds to federal funds based upon annual investments in the construction and equipping of vocational facilities.

The GAO report makes a negative statement on the most positive federal-state-local cooperative report on record. Since 1918 state and local support has leveled off at about 4 state and local to 1 federal. It has increased up to that level each time Federal funds have increased.

Finding V—Increased funding has not necessarily resulted in increased enrollment.

Response.—Within Ohio, as new types of programs have been developed at the high school level through the project approval method, using special needs funds, the vocational training programs have been changed entirely to state funds under the vocational unit approach. Vocational units at the high school level are funded entirely from state funds for programs meeting the standards established for vocational education under our State Plan. The fiscal report for FY 1937 (the last report of record) indicates the state and local funds for programs for the disadvantaged totalled $14,210,462.00, while federal Part B monies for disadvantaged programming totalled $3,214,794.00. On the other hand, we have not yet learned how to effectively establish an adequate number of programs for the handicapped and the state and local investment for handicapped programs was $657,561.00, compared to a federal Part B investment of $2,486,507.00. While we are not proud of the investment plan on the handicapped, the pattern of investment is well within the matching requirements and continuing efforts are made to learn better to serve this group of youth and adults.

The facts in the report do not support the findings as indicated in the statement at the end of paragraph 2, page 15.

The report itself indicates only 14 of the states in 1973 did not meet the minimum percentages for disadvantaged and handicapped and indicates that even those might use the funds for that purpose in another year.

Finding VI—Increased funding has not necessarily resulted in increased enrollment.

Response.—This report is grossly inaccurate. This comparison fails to take into consideration the amount of investment that has been necessary in the area of construction and equipment. In addition, vocational education programs in the states have been called upon to reach disadvantaged and handicapped persons and persons in areas with high unemployment. Investments in this type of person are cost effective in the long run, but require a greater investment than programs for the average person, both in the development of programs to serve them and the operation of those programs once they have been developed. Increased costs of education as a whole, including vocational education, have reflected not only the inflationary costs due to the decline in the value of the dollar, but also to real increases in the economic levels of those participating in the field of education. The report admits that no comprehensive analysis was made relative to the above listed factors, but they make the accusation. Is this honest or even responsible?

Finding VII—OE Monitoring has been Inadequate

Response.—A review of the professionals employed for vocational education services in the U.S. Office of Education has shown a continual decline in the number of professional persons and clerical persons available to provide services for vocational education at the national level. It is impossible for the Vocational Education Bureau in the U.S. Office of Education to provide leadership for the vocational education in this nation with such a limited staff. The problem is further compounded by maintenance of nine regional offices, each with a limited staff.

Again, there is not one pattern for the nation, but an adequate U.S. Office of Education staff could identify principles of successful programs and give leadership to the application of such principles in states that are lagging.

CHAPTER 3—HOW IS VOCATIONAL EDUCATION PLANNED?

Finding I—State and local plans reflect compliance, rather than planning.

Response.—This finding seems to be based upon a hodge-podge of individual discussions without a review of the individual state plans. The state plan document has forced us to plan in terms of a system of management by objectives for a period of at least five years ahead. A copy of Table III of the 1975 Ohio Plan, which provides for annual long-range planning and budgeting, is included. (In subcommittee files.) It is impossible to review this section of the plan and not determine that the state plan procedures has focused the attention of the states upon a sound approach to management by objectives. The annual descriptive report required by the U.S. Office of Education also requires that we report our achievements in relationship with our plans.

With our state planning procedures reasonably developed, all local educational agencies in Ohio developed local plans during FY 1974. Data was provided each planning district on occupational trends for that district. Such local plans included projections of the goals and objectives established at the state level. Copies of these local plans are on file available for review.

Finding II—Systematic ongoing assessment of needs does not take place.

Response.—Both the state and local educational agencies have taken the advantage of every available resource for systematic assessment of needs. While the source of data for such assessments at the state and national level have been limited, the best data available have been used. The greatest source for a needs assessment has been surveys conducted locally to determine needs for vocational education.

It is significant that after several years of operation those responsible for the "Manpower" programs at the national level finally reported that the cutting-edge occupations which had been so widely publicized as the direction for the manpower programs simply did not have the numbers employed to provide significant opportunities for work. Experiences in manpower programs have proven that the broad number of jobs are in the bread-and-butter occupations which had been available for many years and will continue to be available.

Ohio has used the newest pattern developed by the Bureau of Labor statistics for projecting trend data by instructional taxonomy and has further subdivided such trend data by taxonomy to allocations for each individual vocational planning district within the state of Ohio. Such data was used as an initial base for the local vocational education plans completed by July of 1974.

One of the major problems of the GAO draft report is that it has not taken into consideration how far state and local educational agencies have come in the total process of program planning and development, the limitations on resources and data available for planning and the long-term directions in which the state and local educational agencies were pointing.

Finding III—Multiple jurisdictions operate in virtual isolation.

Response.—The Division of Vocational Education within the Ohio Department of Education maintains the responsibility for secondary, postsecondary and adult vocational education programs. While technical education is a responsibility of the Board of Regents, rather than the State Board of Education, a memorandum of agreement between the two agencies provides for a continuing investment of vocational education funds in technical education programs which meet standards established by the State Board of Education.

Under state regulation, our State Plan for Vocational Education is submitted to all state agencies for review prior to sign-off by the Governor, not only those required under state plan regulations. Adequate time is provided for those agencies to react to the State Plan for Vocational Education before approval by the Governor and submission to the regional office.

Finding IV—Advisory Council evaluations are limited.

Response.—The State Advisory Council for Vocational Education in Ohio has made its major investments in research studies directed at areas of concern related to the vocational education program in Ohio. Such studies have included the following:

1. A review of the status of local advisory committees for vocational education
2. Relationship of district size for the effectiveness of vocational education
3. Employer & Employee Perspective study completed by Market Opinion Research
4. Cost-benefit study in relationship to selected programs for the disadvantaged

Studies in process include: 1. Evaluation of the needs assessment process used in state and local planning, and 2. Effectiveness of inner-city family life program.

We would concur with the finding that local advisory committees are not used as effectively as they could be and continuing efforts are being made to improve such school-community relationships. A study made in Ohio a year ago reported 14,159 persons active on advisory committees in our state. Such committees are used more extensively and effectively by vocational education than any other facet of education.

Within Ohio we have established a pattern of program review in which once every five years an in-depth review is made of the vocational programs within a planning district. The local advisory committees within a planning district are required to prepare a report as a part of that program review. There is every indication that effective use of local advisory committees is improving.

Finding V—Data for evaluation is inadequate or unutilized.

Response.—I have stated above that Ohio has established a continuing program review for improvement, development and expansion of vocational education (PRIDE). While each planning district is reviewed in depth once each five years, the report for program improvements growing out of that evaluation become the basis for a review of program improvements by state and regional supervisory personnel each year during the years intervening the major reviews. The massive involvement of local people in such program reviews can be judged by the fact that Cleveland, Ohio had over 1500 people from business and industry involved on their advisory committees as a part of this program review. Significant improvements in programs have been noted growing out of this program review process as compared with the former pattern of supervisory visits by state leadership personnel.

It is questionable that the U.S. Office of Education staff can be criticized for not implementing an improved data system when the staffing of the unit giving leadership to vocational education has been essentially gutted by Health, Education, and Welfare policies which assign education a very low priority, and vocational education essentially no priority. It must be pointed out that data relative to numbers of persons needed in occupations received at the present time from State Employment Service may be less accurate than manpower needs studies done locally within areas served by vocational education. This does not mean that the State Employment Service is derelict in its duty. It merely means that the state of the art and the availability of resources have not been such as to enable the Employment Service to arise at realistic trend data relative to occupations.

Annual follow-up systems in vocational education are in place and results of these follow-ups show the effectiveness of the vocational education programs. There are, however, no sound statistical procedures for making long-term follow-ups due to the technical problem of finding the graduates several years after program completion. The system is needed through which we can enter Social Security or the IRS files for gross data on employment without endangering the privacy of an individual.

CHAPTER 4—HOW ARE FEDERAL VOCATIONAL FUNDS DISTRIBUTED?

In reviewing findings under this chapter reference needs to be made to the federal vocational law. Under Part B there are specific set-asides under which a percentage of funds must be used for disadvantaged, handicapped and adult vocational programming. Under the law funds that are not required as a set-aside can be used for maintenance of qualified vocational education programs throughout all areas of the state. *The law charges the state to provide vocational education to all youth and adults in all sections of the state.*

Finding I—Funds are distributed to all LEO's, rather than concentrating funds in selected LEA's with high needs.

Response.—All of the funds for the disadvantaged and the handicapped set-asides are allocated in Ohio on a project basis and not on the basis of so much funds to each of the LEA's. The major city areas of high unemployment and those rural areas with poverty are given priority on such projects. All funds beyond the set-asides are allocated to districts on a differentiated basis. All districts in the states are prioritized, using the five factors of need identified in the State Plan. The top third of the state in the priority ratings receive one level of reimbursement, middle third a second level of reimbursement and the bottom third the least level of reimbursement. The direct concern of the districts with their level of priority (A, B or C), indicates that the differentiation between the three levels is recognized and is important in terms of funding allocations. Thus, while funds may go to a number of districts within the state, the level of allocations will be based upon priority of need. The GAO report picks limited or single state instances as a basis for a negative statement.

Finding II—Funds are distributed without considering relative ability of LEA's to provide thier own resources.

Response.—As indicated in response to Finding I, factors relative to need and ability to pay are included in the five factors computerized to list the LEA's in numerical priority. For reasonableness in administration, the LEA's are divided into three reimbursement groupings, rather than 617 (the number of districts within the state). The successful effort to organize the state into vocational education planning districts and provisions for taxing authorities over a broad area have made possible the initiation of vocational education services in all areas of the state.

CHAPTER 5—HOW ARE TRAINING SOURCES UTILIZED?

Finding I—Schools only consider their own facilities.

Response.—This finding does not seem reasonable in that most all of the technical institutes now present in Ohio were initiated in vocational education facilities until they grew large enough to become separate technical education institutes. Vocational education programs are approved by the State Division of Vocational Education in comprehensive high schools, vocational high schools, area vocational centers, technical institutes, branch universities and major universities. Such vocational programs may be preparatory or supplementary in nature.

Where the proximity of the physical facilities permit vocational centers and technical institutes each utilize the facilities of the other for specific purposes. Policies of the State Board of Education for vocational education provide for the approval of the vocational education programs in any institution as long as the program established meets the standards established by the State Board.

State law and State Board policies also provide for the approval of high school programs in proprietary vocational school settings when such proprietary vocational schools meet state standards and the local public schools determine that such vocational education services are advisable.

In many districts the physical facilities of local industries and businesses are used. This is particularly true in the offering of supplemental training courses for upgrading employed workers. Any program offered in facilities of private industry or business must be open to the persons from outside that business or industry.

The major armed forces installation in the state of Ohio is the Wright-Patterson Air Force Base and a very cooperative working relationship has been established between the Dayton Public Schools and the Base. The very capable leadership at the Air Force Base has made effective use of opportunities on the base for cooperative and work experience program efforts with youth.

There has been no indication in the state of Ohio of the availability of or interest of any of the other smaller installations in cooperative efforts related to vocational education at the high school or adult levels. We have indicated to the Department of Defense that there are significant facilities available for training in area vocational education centers which could be used effectively by "weekend warriors" during the period of time when such persons are on duty and the physical facilities of vocational education are at their least level of use.

It is also feasible to point out that over 45,000 youth in the state of Ohio at the high school level are learning the skills of an occupation under a cooperative program in which the students spend a part of the day in school and part of the day on the job in industry and business, both learning and earning. Effective use is made of private industry and business for such cooperative employment, but it is recognized that union contracts and the cyclical relationships of many industries in regards to employment limit the opportunities for gaining skills in this manner. Patterns of early job placement of students enrolled in in-school vocational programs are being developed through the state. This finding is without a sound basis of fact.

Finding II—Training resources have not been inventoried.

Response.—Training facilities existing in an area are considered by the local educational planning unit when new facilities are under consideration. Manpower facilities have been used for youth.

Finding III—Costs have not been analyzed on a comparative basis

Response.—Annually comparative cost analyses are made for 1/5 of the vocational education planning districts in the state of Ohio. All costs are established on the same basis and therefore are truly comparative. Copy of the most recent cost analysis is included. (In subcommittee files.)

Finding IV—Program scheduling has not been flexible.

Response.—The range of program scheduling for vocational education in Ohio varies from one period a day to 4½ hours per day for high school youth and from two hours one night per week to 1,650 hours for programs for adults. The controlling factors in the allocation of scheduling are the student goals and the nature of the occupational area in which the student desires to achieve. The facilities for vocational education are used more intensively than any other educational facilities.

Finding V—Transportation often has not been provided.

Response.—Transportation of students employed in cooperative programs has not been a basic problem, since such students earn funds which can be used to cover transportation costs. We do, however, need more creative approaches to providing transportation for severely disadvantaged students who need work experiences for which very little funds would result in the way of wages. Under existing laws, however, no student can be in a place of employment without a wage relationship and there are very few employment opportunities which do not require the minimum wage or at least the established subminimum wage for training. Transportation is provided free to all high school students attending area vocational centers.

Finding VI—Construction of new school facilities has been favored.

Response.—The challenge of the Vocational Education Act of 1963 to bring vocational education to all youth and adults in all sections of the state could not possibly be met with the very limited vocational education facilities available at that time. The growth of vocational education in this nation from 4,500,000 to 12,000,000 persons served from 1963 to 1973 could only be achieved with the expansion of vocational education facilities. All vocational education facilities provided in Ohio have been committed for the use by both youth and adults and are normally used 14–16 hours per day. It must also be recognized that the majority of the costs of these facilities have been from state and local funds, not federal funds, but that the federal funds were the catalytic agent which proved the value of the investments of state and local dollars.

Within Ohio a plan was established relative to the quantity of persons to be served by vocational education and then additional plans were made identifying the amount of construction and equipment necessary to achieve the goal of service. All facilities have been built on a flexible basis, with the assistance of advisory committees from business and industry. While construction costs have increased over the past number of years, our construction planning and review efforts have kept construction costs less than $25 per square foot, exclusive of site and site developments.

Finding VII—Sources of equipment and supplies have not been fully explored.

Response.—This finding is ironical. It is due to a fiat of the Department of Health, Education, and Welfare that the vocational education agencies in the states and in the local communities have been prevented from participating in excess property allocations for the past several years. The vocational education programs in the local education agencies have been for years the best utilizers of whatever surplus property has been available. Most of our states geared up to make use of excess property and were avidly pursuing such property when Health, Education, and Welfare regulations prevented us from participating in such property.

Also, all states were denied access to the loanable property program for approximately two years. Such loanable property was not available because funds were not appropriated to administer such allocations.

Gifts of equipment have been received from numerous industries and businesses—every resource to obtain equipment has been tapped in accordance with our total plan for the state of Ohio.

I would repeat; the short-sighted policies of the Department of Health, Education and Welfare, not GSA, have prevented the schools from obtaining excess property.

CHAPTER 6—IS TRAINING RELATED TO EMPLOYMENT?

This chapter raises questions on items covered in many cases in preceding chapters and the answers in many cases relate back to the answers given previously. Those of us in vocational education are fully aware of the changing manpower needs and changing programs. What is not as obvious to persons working in the manpower delivery system is the fact that occupations are much more enduring than the industries in which they may exist.

The large majority of the occupations in the space age industry called for persons with skills that had existed for many years. Occupations change and the people in those occupations change with them. While the percentage of growth in certain "cutting-edge" occupations may be high, the actual numbers of people involved in such growth may be insignificant in relationship to the replacement needs in an established, but stable growth occupation.

In the many years that Federal "Manpower" training has been in effect such manpower training programs were subject to the approval by the employment services based upon immediate employment needs. The training programs operated for youth and adults in the public vocational education effort are not significantly different than those offered under the manpower training efforts. In a number of cases the local school-business-industry relationships enabled the school to identify more clearly and quickly manpower training needs than could be identified by the local employment service agency. Under manpower training programs in the state of Ohio the area of sales and distribution or marketing was ignored as an area worthy of training. Yet, such employment provides a significant number of employment opportunities for youth and adults within our state.

Another factor affecting the establishment of vocational education programs has been the restrictive position of state professional boards and in some cases union organizations. As an example, in the health fields state professional boards delimit the extent to which we can prepare health personnel by arbitrarily establishing age limitations for students enrolling in programs preparing for licensing, or for certification examinations which place the person in a better position in relationship to employment. In almost none of the cases are restrictions based upon competency-based examinations, but upon professional fiats under a protectionism concept. Ohio would expand health training programs tomorrow in any section of the state to the extent permitted by the professionals and the employing agencies. It is, therefore, irrelevant and dishonest to point to the relatively slow growth in health occupations in the public schools as an example of misalignment with employment opportunities.

Finding I—Student enrollments have not been aligned with employment opportunities.

Response.—Reference statement above and reference earlier report on use of the Bureau of Labor statistics current data in establishing goals or limitations for local educational planning.

Discussions with the representatives from GAO visiting Ohio pointed up the discrepancy between head counts and the measurements of relationships through full-time equivalent types of summaries. The use of the head count concept can be questioned in that such a count does not give any measurement of the intensity of the instruction. It is suggested that consideration be given nationally to moving to a man-hour of instruction basis for reporting. Only a man-hour instruction basis can give a true measurement of service for national comparisons.

Finding II—Ratio of completions to enrollments has been low and

Finding III—Students may not be employed in fields for which trained.

Response.—Vocational education programs in Ohio have a lower dropout rate than experienced in the rest of the school programs. A study in Cleveland indicated that a cooperative type program organized for the dropout-prone youth resulted in the lowest dropout in that group of any group in the school system. Followup report for high school preparatory vocational education for FY 1973 was reported in earlier sections of this analysis.

The report indicates that 75% of the youth completing vocational education are available for placement and that 75% of those available for placement are placed in occupations related to their field of training. The report also shows that the unemployment rate among vocational graduates, only five months after graduation, is 1/3 or 1/4 that of the normal high school graduation population. It should be noted that full time school and enlistment in the armed forces accounted for most of those not available for placement. We are proud of this placement record, but not satisfied and will continue to improve placement services.

Finding IV—Labor market needs have been neither fully nor realistically assessed.

Response.—Vocational education has used the available labor market need reports, but the state of the art has not been adequate to project needs for vocational programs. Experiences obtained through local surveys of industry and business throughout the whole state of Ohio have indicated that employment needs surveys conducted within the area to be served by vocational education centers is the most accurate pattern available for determining employment and employment opportunities. Perhaps the most difficult area for projection is in the area of service occupations, and it is in these occupations that both state employment service and National Bureau of Labor Statistics are of little help. The Bureau of Labor Statistics has developed a new pattern for trend projections which Ohio has applied to the employment pattern by educational taxonomy into the vocational planning district projections. Such projections served as the basis for the local vocational plans completed during the last fiscal year. Vocational education has used a most effective pattern of local industry-business surveys and now has combined that pattern with the most modern trend projections developed by BES.

Finding V—Work experience often has not been an integral component of vocational curriculum.

Response.—This finding is untrue. During the 1974 fiscal year there were 45,641 youth in the state of Ohio enrolled in cooperative type programs in which they spend one half day on the job and one half day in school. This program is an organized educational program in which the students both learn and earn on the job under the supervision of the school. This number represents more people learning in industrial and business facilities than any national Manpower, OEO, or other emergency program has even envisioned. In addition, there were 2,476 young people who benefited from the work study funds under the Vocational Education Act. With this great commitment to cooperative education, our experiences still indicate that it is not the only, nor even the major, strategy for the delivery of vocational education services. The nature of the occupational area, the limitations on employment by both employer and labor restrictions, the cyclical fluctuations of the employment market, combine to indicate that most of the job training within a state must be done through facilities organized specifically for that purpose. The trend in industry is away from doing their own training, rather than toward such a practice.

Test results in Ohio indicate the students completing the vocational program through the in-school process have gained more technical knowledge and job understandings than have the students enrolled in cooperative education programs. Our goal is to provide for early placement of all those completing in-school vocational programs in order to gain the advantages of both institutional and cooperative education.

When cost factors are considered in relationship to public and private programming for adults, the Federal Manpower programs can be used as a comparison base. Under the national manpower program, prior to FY 1975, any private school or public school can bid on a training project. Over 95% of the projects approved in the state of Ohio went to the public education systems on the basis of their ability to do the job more cheaply, as well as according to standards.

Finding VI—Occupational guidance has received inadequate consideration.

Response.—Again, this statement, as made, is untrue. Within Ohio, annually we invest over a million dollars of the Part B funds for improving and extending vocational guidance services. This effort includes assistance for local guidance coordinators, inservice training of guidance counselors, state staff leadership and interest-testing programs. In addition, as reported earlier, Ohio has initiated a career motivation program in Grades K–6, orientation program in 7–8 and career exploration program at 9–10 which program now serves approximately ten percent of the youth in Grades K–10. The program is expandable, and can serve all youth with a career choice education by 1982 if increased funds are made available.

Finding VII—Schools have not routinely assumed responsibility for job placement assistance.

Response.—The responsibility for job placement assistance *has* been assumed by the schools. As indicated by the placement report, 75% of the youth available for placement were placed in occupations for which they were trained and only five percent of the youth were unemployed five months after graduation. There is, however, a need for improved job development and job placement services and if funds projected under the Education Amendments of 1972 had been made available, Ohio would have initiated a broadly expanded program for job development and job placement coordination within all of the vocational planning districts in the state. Such persons would work more closely with the state employment service, but it must be recognized that the state employment service essentially serves only those occupations which cannot find workers and those workers who have so little skill that they cannot find occupations. Theirs is a very important function, but the employment service has not been the source for skilled trained workers, and industry has not looked to that service for such persons.

Finding VIII—Followup of students and employers has been marginal.

Response.—Like other factors in vocational education, procedures for followup have been improving as the program grows. There is in place an annual followup of graduates of the preceding year. This process has become well organized within the state. The problem that we face in vocational education is that of longitudinal followup, in that it is impossible to find many of the students after the first year out of school, particularly in an industrialized state. A pattern is needed which will let us use the social security or the IRS file to obtain information regarding the employment of graduates without invading the privacy of the individual by reason of individual reports from those sources. The annual followup report is summarized under Finding II and III above.

Finding IX—Barriers have restricted access to training and employment.

Response.—There are a number of barriers that have restricted access to training and employment. One of the greatest barriers to expanded vocational education programs has been diminishing since the passage of the Vocational Education Act of 1963. The barrier to which reference is made is the attitude of the American public towards vocational education. Improvement still is needed in the attitude of people toward preparation for work, but a significant change can be noted on the part of the public, parents and youth. Vocational education is no longer a dirty word in the minds of the public school administrators of Ohio, the State Board, the legislature and a growing number of parents, public and youth.

There are, however, significant barriers over which vocational education has no authority and which must be removed if we are to achieve the goals established by the Vocational Education Acts. Some of these barriers are as follows:

1. Federal and state laws restricting the employment of minors beyond controls necessary for protection of youth.
2. Stringent controls by professional boards which established unrealistic entrance and program standards in order to protect the employment of persons already within the occupation.
3. Union contract limitations which limit the opportunity of persons with skills and technical knowledge to enter the employment in occupations for which they are trained.
4. Management policies which establish arbitrary and unrealistic age and competency entrance standards.

All vocational programs within Ohio are open to both male and female students, but employment patterns and social mores still affect the occupational choice of youth and adults.

SUMMARY ON THE COORDINATION OF VOCATIONAL EDUCATION IN OHIO TO NATIONAL AND LOCAL JOB OPPORTUNITIES

The Ohio Division of Vocational Education (ODVE) has established procedures for coordinating new vocational courses in Ohio to industry needs. The local school districts have followed these procedures and as a result, the majority of industry representatives interviewed believe the Ohio program is providing training which is related to industry needs. The instruction is also varied to meet the interests and abilities of the different types of Ohio students.

Although the ODVE is providing vocational education which is related to industry needs, many students in need are not being reached because of: A lack of resources to provide needed training, a lack of guidance and direction at an early age to instill in them an awareness of work, a respect for work and a desire to work, and a lack of knowledge in basic reading, mathematics and English which is necessary to learn a skill.

Criteria

One of the purposes of the Vocational Education Act of 1963, as amended in 1968, is to assist the States in providing students who are in high school with ready access to Vocational training that: is of high quality, is realistic in the light of actual or anticipated opportunities for gainful employment, and is suited to their needs, interests and abilities to benefit from such training.

To provide such training HEW regulations require the programs for instruction to be developed in consultation with employers who have knowledge of the field.

Scope

We interviewed State and local officials to determine what procedures are used to assure that the vocational programs are coordinated with labor needs.

We reviewed minutes of local advisory committee meetings in which the committee members offered advice to help the local school boards relate the vocational curriculum to labor needs.

We reviewed internal evaluation reports to determine if VE programs are teaching skills that relate to industry needs.

We reviewed the curriculums of local schools to determine if curriculums have changed to meet changing employment needs.

We interviewed local employers and advisory committee members to obtain their opinion of the VE program and whether skills being taught are related to job opportunities.

Evidence

STATE PROCEDURES TO COORDINATE TRAINING WITH EMPLOYMENT OPPORTUNITIES

The ODVE uses Department of Labor employment trend data provided by the Ohio Bureau of Employment Services (OBES) who project long range manpower needs and job opportunities. ODVE officials believe these projections provide the most important planning data for directing training to local job opportunities and National needs. This data, which is based on anticipated growth, retirement and replacement of personnel, shows the projected future job needs and enables ODVE officials to determine whether the proper type of training is being provided.

To assure that tarining is provided in the areas of need, the State requires the local school boards to form local advisory committees and obtain the advice of local businessmen on the need for new programs. The local school board must confer with the advisory committee and local officials of OBES before requesting approval of a new vocational course. The local school board then submits to ODVE a request for approval of the course showing that: A survey was performed to determine the need for the course, and the advisory committee and OBES agree that there is a need for the course.

ODVE officials informed us that the National and State Advisory Councils provide little help in the coordination of Ohio's vocational programs with labor needs. They also stated that HEW does not provide adequate assistance because they have lost many people with depth in broad occupational areas. As a result, they do not have people with a commitment and depth to think creatively and provide direction to the State.

STATE REVIEWS TO ASSURE THAT PROCEDURES ARE FOLLOWED AT THE LOCAL LEVEL

Prior to school year 1969–70, ODVE relied on follow-ups of student placement to determine if school curriculums were related to industry's needs. The

ODVE officials stated that if students were not getting jobs in their field of training the courses were dropped from the curriculum. In school year 1969–70, ODVE initiated the development of an evaluation system of program review for improvement, development and expansion of vocational education (PRIDE). This evaluation technique, involves self-study by the local boards of education before being reviewed by a team from ODVE. The evaluation was performed in eleven vocational education planning districts in fiscal year 1970. The concept of the evaluation is to look at the quality and quantity of vocational education services for youth and adults on the basis of a vocational planning districts in the State on a 5-year rotation.

Reviews performed by advisory organizations are also used by ODVE to determine if the procedures are being followed by the local boards of education. For example, a report on the use of advisory committees issued by the State Advisory Council in May 1970, showed that only 28 percent of the local school boards were using advisory committees to coordinate local curriculums to industry needs. As a result, directives were issued by ODVE encouraging the use of advisory committees.

CURRICULUM CHANGES

The ODVE provides vocational and technical training to the people of Ohio in the fields of Trade and Industry, Distribution, Business and Office, Agriculture, Health and Home Economics. These six basic service areas of employment are those that face a continuing need. Although ODVE has only provided training in these service areas, changes have been made in the curriculum within the service areas to meet industry needs.

We were informed by ODVE and local school board officials that the lack of teacher mobility has not curtailed the changing of curriculums to meet industry needs. They did state, however, that although child labor laws have been relaxed so that students under 16 years of age can be employed, the reluctance of industry to hire these students has limited the changes in curriculum to provide training for them.

Our review of the vocational education programs in Cleveland, Toledo and Marietta, Ohio, showed that the below listed changes have been made in the local high school curriculums to meet changing needs.

Cleveland.—The Cleveland Department of Vocational Education (CDVE) has significantly increased the vocational offerings in Cleveland since 1964, has worked closely with advisory committees to coordinate new course curriculums and instructional equipment to meet industry's needs, has performed local surveys and obtained labor trend data from the local office of OBES to determine local industry needs, has performed student interest surveys and tested students' abilities so that new courses could be offered to meet student's interests and abilities, and has worked closely with industry to provide the student with employment after completion of training.

Although the CDVE has made much progress we found that many students still lack the basic reading, mathematics and English knowledge that is necessary for employment, all students in need of vocational training are not being served, and there is a need for additional students to be introduced to vocational education at an earlier age so that a desire to work can be instilled in them, goals can be established and training directed to meet these goals.

The CDVE has increased the vocational offerings in Cleveland by 600 percent from 52 vocational classes in 1964, to 325 in 1970, as follows:

Service area	Classes	
	1964	1970
Distributive education	3	16
Horticulture	4	32
Home economics	0	42
Business education	0	95
Trade and industry	45	140
Total	52	325

A CDVE official stated that the vocational education (VE) program was grown in Cleveland because of the educational leadership at the State and local levels. Since the current Cleveland Superintendent of Schools came to Cleveland in 1964, the vocational enrollment has increased from about 1,000 to 7,000 students.

The Cleveland Vocational Education Department now offers in-depth courses in the six vocational skill areas, innovative new courses such as electromechanics and environmental management, and highly skilled courses such as data processing.

The CDVE followed State procedures in getting the new courses approved by referring to OBES trend data, performing surveys of local industry needs, and consulting advisory committees to get their agreement on the need for the courses.

Since 1964, the following courses were stated in the Cleveland schools through the combined efforts of advisory committees and the CDVE:

A Work Experience in Banking (WEB) program for inner-city high school students which is a coordinated effort between the Business Education Department of the CDVE and six Cleveland banks.

A Wholesaling program with the aid of the Ford Motor Company, which provided programmed learning materials and placed students as auto parts countermen.

An Automotive Petroleum Marketing (APM) program with strong support from local petroleum companies who provided teaching materials, pre-employment training and aids in job placement.

A Legal Secretary course after it was determined, by means of a questionnaire sent to Cleveland area attorneys, that the course was preferred to a machine shorthand course.

An Environmental Management course after a survey of the local Commercial Exterminators Association and the Municipal Government Divisions of Sanitation, Air Pollution, Water Pollution and Health showed the need for trained employees in this field was increasing at a rapid rate.

The Horticulture Mechanics courses and the specialized offerings at the $2.5 million Washington Park Facility were initiated because an advisory committee survey showed that students in horticulture programs need to learn additional skills to obtain full-time jobs in the horticulture field.

A Cooperative Drafting program by obtaining a concensus of opinion from local education and industrial personnel on the feasibility and practicability of the program.

An Electromechanical course curriculum outline was prepared by Digiac Corporation, which included recommended hours for each subject and available training manuals and instructional materials.

An Automotive Professional Training (APT) program by the Shell Oil Company, using $3,000 of their own equipment and teaching aids.

A Reproduction Specialist's program in the printing field because an industrial survey showed a sharp increase in the number of people working in the printing field.

A Fluid Power course as an innovative new course with industry recommendations on the equipment used for the program.

An Industrial Electricity course as an innovative new course with laboratory equipment proposals submitted by two industrial firms.

Course curriculums have also been developed through the combined efforts of advisory committees and the CDVE, as shown by the following:

The DE Advisory Committee has provided active support during the seven years DE has functioned in Cleveland by reviewing the curriculum and operational methods, developing a scholarship fund for outstanding graduates and encouraging quality community support.

The DE program standards for selecting students were reviewed and approved by the advisory committee.

The Business and Office Education (BOE) Advisory Committee evaluated the accounting program in 1966 and recommended that the traditional approach to accounting using manual double-entry bookkeeping be changed to include instruction in a variety of popular data entry and bookkeeping machines.

The BOE Advisory Committee, data processing personnel at various Cleveland firms and equipment manufacturers recommended in the Spring of 1971, that the Accounting-Computing program use remote terminals in the schools which would be tied in with a Central Processing Unit at the Cleveland Board of Education.

The Printing course curriculum was changed to include 1 year of typing because commercial printers, who formerly used hand typesetting and offset printing now require basic keyboard skills.

The Metallurgical Technology Program curriculum and equipment was based on the suggestions of Cleveland industrial representatives.

The Electromechanical course's final curriculum and equipment needs were determined by a coordinated effort between the Trade and Industry Advisory Committee, the Cleveland School System, the Vice President of Addressograph-Multigraph and the Training Directors of Minnesota Mining and Manufacturing Company, IBM Corporation, Olivetti-Underwood Corporation and Control Data Systems.

The Horticulture Mechanics course Advisory Committee has the function of evaluating existing facilities and their use, making improvement recommendations, evaluating plans for new facilities and making suggestions for new equipment.

The Child Development program, a joint effort between Cleveland schools and the local business community, was evaluated by the Advisory Committee by means of a survey of local employers and former students to determine if their courses were related to industry needs.

The CDVE also involves students in determining course offerings. Students are asked to give their opinions of courses which they believe should be offered and courses which they are interested in taking. This helps the CDVE to determine what new courses should be added to the curriculum in the future.

We reviewed the school curriculums at West Technical, East Technical and Max S. Hayes High Schools to determine if the Cleveland School System was following ODVE procedures to relate the vocational curriculum to available jobs and students' needs, interests and abilities.

West Technical High School opened in 1922 as a vocational school and served in this capacity until 1970 when it became a comprehensive school. The school offers vocational courses in five of the six service areas. Examples of the courses are: The horticulture class which was started in 1963 and updated with modern equipment in 1968; data processing and other business courses which have modern equipment well related to industry; innovative courses in industrial electricity and cooperative drafting; and carpentry, printing and machine shop courses which have been established, upgraded or re-equipped on the basis of State-published guidelines.

School officials stated that the following classes have been dropped from the curriculum or will be dropped to meet changing industry needs:

The aircraft course was dropped in 1969 because the industrial demand changed too rapidly and the curriculum could not keep up with the changes.

The drafting co-op program is being cut from nine to eight classes in school year 1971–72 because of a lack of student placement after graduation

The wood patternmaking course will also be dropped in school year 1971–72 because of lack of student placement after graduation and because apprenticeships are hard to obtain in this field.

Most of the students completing vocational courses at West Tech are placed through the Career Days Program which is held at the school two times a year. Between 50 and 100 Northern Ohio employers participate and generally are able to hire West Tech students on the spot. A follow-up of school year 1969–70 graduates showed that only three percent of the students who wished employment were unemployed.

East Technical High School is a comprehensive school with an enrollment of 2,200 students. In 1964 the school had no vocational offerings but in 1970 courses were offered in business office education, trade and industry education and home economics. The 10th grade students take a basic aptitude test, and based on their ability and interest are placed in either an academic or vocational course in the 11th grade.

East Tech has a definite need to expand its facilities and provide additional skill courses. The CDVE recognized this need and is presently constructing a new school.

Students who complete vocational courses at East Tech rely on the Cleveland Job Development Program for employment. Through the Program career days are held at each inner-city school two times a year, and a job development counselor at each inner-city schools is assigned to senior placements.

A follow-up of school year 1969–70 graduates showed that only 8 percent of the students who wished employment were unemployed.

Max S. Hayes Vocational High School was established in 1957 and currently has an enrollment of 680 students which represents 10 percent of the Cleveland technical-vocational students. The school provides: A concentration of highly specialized program, an intensive specialized currimulum, specialized one-of-a-kind courses, and courses related to industrial needs as a result of school officials working closely with business and industry.

School officials stated that the course offerings at the school have remained fairly constant although a computer repair course will be added to the curriculum in school year 1971–72. Changes have been made to individual class curriculums to keep the instruction related to current industry needs. The school officials also have been considering the possibility of dropping the foundry course or integrating it with other courses because of a lack of student interest and industry need.

The students who have completed vocational courses at Max S. Hayes are able to obtain jobs through the two placement counselors at the school. A follow-up of school year 1969–70 graduates showed that only 4 percent of the students who wished employment were unemployed.

INDUSTRY'S OPINION OF THE CLEVELAND PROGRAMS

We interviewed eleven officials of the Cleveland business and industrial community who represented ten Cleveland companies who employ vocational students. Five of these persons also serve on advisory committees. The opinions of these officials follow: Seven of the companies prefer to hire vocational students over those in a general or college preparatory course; seven of the officials agreed with the vocational courses being taught in their representative trade and that the skills taught meet their needs; and six of these officials have had an input in deciding vocational curriculum contact as employers of co-op students or as advisory committee members.

Although one of the above employers does not prefer vocational students over those in a general or preparatory course, they have hired many students from the West Technical School because the students were able to pass the entrance test and possessed the basic skills required for employment. Some of the companies that have had considerable dealings with inner-city youth pointed out the following weaknesses in the program—

Students lack skills in basic courses, particularly in mathematics.

There is still a stigma against vocational education and the poorer students are still being referred to vocational classes.

There is a need to introduce vocational education to students at an earlier age so that their attitudes can be changed, goals established and a desire to work instilled in the youth.

Industrial representatives should be asked to get as involved in curriculum reviews as those in the business community rather than just being asked to comment on proposed new courses.

Toledo—The Toledo Department of Vocational Education (TDVE) has: Significantly increased the vocational offerings in Toledo since fiscal year 1966; has worked with industry to coordinate course curriculums to industry needs; has obtained labor trend data from the OBES local office to show the need for new courses; has offered new courses to meet the varied interests and abilities of Toledo students; and has worked closely with industry to provide the students with employment after completion of training.

Although the TDVE has made progress, many students enrolled in regular vocational classes still lack the basic reading, mathematics and English knowledge that is necessary for employment; there is a need to get the business community more involved on a formal basis to better coordinate instruction to industry's needs; and there is a need to upgrade the related instruction in vocational courses and make it more compatible with the vocational skill training.

In fiscal year 1966 the TDVE had only 37 units of vocational education which were offered at two vocational high schools. In fiscal year 1970 vocational training had been increased to 128 units with classes also being offered at each of the nine comprehensive high schools and a district school for building trades. The course offerings as shown in the chart below, are in the six service areas and are varied to meet the interests and abilities of different types of students.

Service area:	*Enrollment units*
Trade and industry:	
Regular classes	48.73
Occupational work experience	15.00
Agriculture	2.00
Distributive education (DE):	
Regular classes	14.50
Occupational work adjustment (OWA)	3.00
Business office education (BOE) and cooperative office education (COE)	22.98
Home economics	21.50
Total enrollment	127.71

The different types of courses geared to the students' abilities can be shown in the following examples: OWE for students who find it difficult to meet the regular academic standards and without remedial education related to the world of work may become dropouts; horticulture, traffic rate clerk and masonry for students who have the desire and ability for such courses; and data processing, computer maintenance and aerospace for higher caliber students who have the interest and aptitude for such courses.

We selected the vocational curriculums at the Scott High School and the Macomber Vocational High School for review to determine if the TDVE is following State procedures to coordinate the vocational training with industry needs.

Scott High School is an inner-city school with an enrollment of 2,150 students in grades 9 through 12. In 1966 the school had no vocational offerings, but by 1970 there were about 13 enrollment units at the school. Vocational courses were offered in four of the six service areas and were varied to meet the interest and abilities of the students.

The TDVF submitted requests to the ODVE for approval of each of these courses. The requests showed that, with the exception of home economics courses, trend data was received from the OBES or local surveys of the business community were made to show the need for the courses, and advisory committees were consulted on the need for the courses.

Toledo school officials stated most meetings with advisory committees at the comprehensive high schools have been on an informal basis. They also stated that there is a need to get the business community more involved in the formulation of new courses.

The school has a definite need for additional courses in the Trade and Industry area but expansion of the present programs has been limited by a lack of space and local funds. Scott students interested in Trade and Industry courses can attend the Macomber High School but enrollment is limited to students with a mathematics background who have an average of "C" or better.

Macomber High School has been providing vocational training to the students of Toledo since 1938 and had a 1970 enrollment in the 11th and 12th grades of 511 students in State approved courses. The only addition to the school curriculum since 1966 was an aerospace course. To formulate the course and get State approval the TDVE worked closely with an aerospace advisory committee on a formal basis, and had the course approved by the Federal Aviation Administration.

Although only one course has been added to the curriculum, many changes within the courses have been made to meet changing industry needs. The following methods were used to obtain information on job availability and need for curriculum changes: Discussions with advisory committee members; discussions with co-op employers; review of materials received from the OBES and the Department of Labor; and knowledge of vocational instructors who are aware of changes in trade areas.

The TDVE director stated that in school year 1972–73 the mathematics admission requirement will be changed to enable more students to enroll in the automotive mechanics course and other courses not requiring extensive mathematics.

At the present time only about one-half of the students who apply for admission to Macomber are accepted.

The TDVE also works closely with industry to obtain jobs for graduate students. The following methods are used to obtain employment: Four counselors at Macomber and Whitney Vocational High Schools are responsible for placing graduates of their schools; each teacher coordinator of a DE, COE, OWE or BOE program is responsible for the placement of his own students; four high schools have a job placement coordinator who places students who do not obtain jobs through other means; and counselors are also involved in job placement.

The TDVE records show that by using these methods, 590 of 726, 1970 graduates available for employment were placed on full-time jobs with 81 receiving part-time employment.

INDUSTRY'S OPINION OF THE TOLEDO PROGRAM

We discussed the Toledo Program with seven industry representatives. Three of these representatives are also advisory committee members. They made the following comments: All of the companies hire vocational students and prefer these students over those in a regular curriculum; all of the companies agree that the present courses being taught are well related to their trade; and all of these persons stated that they have had an input in deciding course content or subjects taught as participants in project "PRIDE", advisory committee members or employers of co-op students.

Three of these persons participated in project "PRIDE" which was performed in Toledo during the 1970–71 school year. The majority of the "PRIDE" comments regarding program improvements related to the need for additional equipment and space. However, the following additional comments were made concerning the Scott and Macomber curriculums:

There is a need for additional training in the basic mathematics, grammar, reading and typing courses at Scott High School prior to student enrollment in vocational courses; there is a need to use advisory committees at Scott High School more on a formal basis rather than on an informal basis to better coordinate courses to industry needs; and there is a need to make the academic courses at Macomber High School more compatible with vocational courses.

As a result of the above weaknesses, the "PRIDE" report rates the Scott High School business program as less than adequate. This is in agreement with the comments we received from two employers who stated that the Scott students are not as well qualified as students from other schools. One employer attributed this is the student environment and not the school curriculum.

Marietta.—The Marietta Department of Vocational Education (MDVE) has: More than doubled their vocational courses since 1963 to meet the varied needs and abilities of students; worked with industry mostly on an informal basis to coordinate course curriculums to industry needs; and used OBES trend data, a Washington County survey showing vocational needs, a local survey and the advice of guidance counselors to show the need for the additional courses.

The MDVE has increased the vocational offerings in Marietta from 7 units of enrollment in 1963 to 15½ in 1970. The increase was the result of courses being added to the curriculum in the following service areas:

Service area	Enrollment units		
	Offered in 1963	Added since 1963	Offered in 1970
Agriculture	1	0	1
Business office education and cooperative office education	0	4½	4½
Distributive education	1	0	1
Home economics	0	2	2
Trade and industry	5	[1]2	7
Total	7	8½	15½

[1] OWE courses.

A vocational education report on a survey of Washington County was issued in May 1965 which showed the need for additional vocational courses in Marietta and other Washington County cities. The report was issued after a survey had been made of student interest, job opportunities, and facilities needed for a joint vocational school (JVS). We were informed by an MDVE official that this information was one of the means used to show the need for the new courses which were added to the curriculum. Also used as a basis for starting the new courses were guidance counselor recommendations and a 1970 survey of student interest and industry needs.

The MDVE does not rely on advisory committees to keep their courses related to industry needs. However, teacher-coordinators work with industry personnel to coordinate the course instruction to industry needs. In addition, the MDVE relies on the Ohio Trade and Industrial Education Achievement Test battery to show areas of weakeness in program instruction in trade and industry courses. The test is given to students prior to graduation and results are compared with the State as a whole to show areas of srtength or weakness. An MDVE official informed us that as a result of low scores by Marietta High School students on the electronics phase of the test, instruction was changed from vacuum tube to solid state. These tests are also given at vocational high schools in Cleveland and Toledo.

The vocational classes in Marietta are offered at the Marietta High School. It is a comprehensive school of 1,331 students with 467 enrolled in vocational classes. Classes at the school are offered in each of the six service areas. The classes are varied to meet the abilities and interest of the student from OWE for the unachiever to electronics for the better student.

We discussed the schol curriculum with school officials in regard to changes made to meet industry needs and received the following comments: Class curriculums have been changed to meet changing industry needs; informal discussions have been held with industry to determine industry needs; and there is a need for formal advisory committee meetings to coordinate the curriculum with industry needs.

Students who complete the program usually secure jobs through their teacher-coordinator. The MDVE records show that 82 of 95 school-year 1969-70 graduates available for employment were placed on full-time jobs.

INDUSTRY'S OPINION OF THE MARIETTA PROGRAM

We also discussed the vocational curriculum with representatives of Marietta business and industry who hire vocational students and members of the local carpenter and millwright union. They made the following comments: The class curriculums are related to industry needs; they have had an input in deciding the curriculum content; the carpentry course curriculum should be kept more current; and students are given 6 months credit toward their 4-year union apprenticeship for having completed the high school carpentry course.

INADEQUATE VOCATIONAL EDUCATION RESOURCES IN OHIO

The present resources used for secondary level vocational education programs in Ohio are not adequate to provide meaningful training to all those who need it to take full advantage of today's job opportunities. If the 60 percent enrollment objective of the ODVE is to be achieved and joint vocational schools are to be built, more resources must be provided.

The present resources are not adequate because of a negative tax attitude in many districts that need local funds to match State and Federal funds for the construction and operation of joint vocational schools; a lack of funds for work motivation, orientation and exploration programs which promote vocational education and encourage those in need to enroll; and the current Ohio Foundation program for funding secondary training does not provide adequate assistance to major cities to initiate and maintain vocational programs.

These inadequate resources in the past have caused the emphasis in vocational education in Ohio to be placed on programs such as diversified cooperative training which were offered to meet the needs and interests of a small number of students with a varied number of interests. The State has since organized the 631 school districts into 104 vocational planning districts to concentrate resources in larger areas to better meet the needs and interests of students and provide needed skills.

The ODVE believes all youths not going on to college need a complete vocational education that is related to their needs. The program should be complete and not a partial program. They believe that a partial program is better than nothing, but if it is to serve 60 percent of Ohio's youth, it should be an in-depth program. They also believe some of the youth going on to college need vocational training. When 32 precent of Ohio's youth enter college and only 14 percent graduate, there is inadequate planning and use of resources. Many of these students could have been properly directed if they would have received better guidance and introduction to vocational education in the kindergarten through the 10th grade.

In Cleveland, Toledo and Marietta there is a need for additional resources and plans have been made to provide these resources. The outlook for these cities to complete their plans is as follows:

The CDVE has been continually remodeling and building facilities and it appears that they will fulfill their plans; the MDVE has become a part of the Washington County Joint Vocational District and it appears that their need will be met with the new Washington County Joint Vocational School which is under construction; and the TDVE has been limited because of a lack of local funds and unless support is obtained at the local level they will have considerable difficulty meeting their need.

Although Toledo is having difficulty providing matching funds, they ranked second in the State in Vocational offerings in fiscal year 1970 as shown by the following comparison of vocational offerings in the nine Ohio major cities.

City	Population	Enrollment units
Cleveland	750, 903	203
Columbus	539, 677	65
Cincinnati	452, 524	72
Toledo	383, 818	128
Akron	275, 425	84
Dayton	243, 601	70
Youngstown	139, 788	28
Canton	110, 053	48
Parma	100, 216	52

The above comparison also shows that although excellent leadership is being provided at the State level, unless there is acceptance and support at the local level, all those in need cannot be reached. An example of this is Steubenvill, Ohio which had a population of 30,771 in 1970 and no vocational offerings.

Basic causes

The ODVE is providing Ohio students with vocational training that is of a high quality because: They work closely with industry to coordinate training with industry needs; they perform student interest surveys and test the abilities of students so that training can be provided to meet the student needs; and they provide in-depth programs that teach good work habits and attitudes as well as skills.

All of the students in Ohio in need of vocational training are not being reached because adequate resources are not available to provide training; there is a lack of guidance and direction at an early age to instill in them an awareness of work, a respect for work, and a desire to work; and they lack knowledge in basic reading, mathematics and English which is necessary to learn a skill.

SUMMARY ON ACCOUNTABILITY FOR VOCATIONAL EDUCATION IN OHIO

The Ohio Division of Vocational Education (ODVE) has developed a system of review which, when refined, will provide an evaluation with sufficient extensiveness to determine if the Ohio program is meeting the intent of the Act. The ODVE has also developed good procedures for obtaining statistical data for the Office of Education (OE) reports. However, we found that the City of Cleveland has not followed these procedures, resulting in incorrect data being submitted to ODVE on fiscal year 1970 closing enrollments, and a different method being used by Cleveland to obtain follow-up data on fiscal year 1970 graduates which resulted in a 36 percent response; whereas, Toledo and Marietta received responses of 93 percent.

We also found that the guidelines for preparing proposed budgets for fiscal year 1970 disadvantaged programs were not clear. This has resulted in the late submission of financial data to the ODVE and the submitting of maximum allocations to OE as actual expenditures.

Criteria

The Department of Health, Education and Welfare (HEW) requires the State Board of Education to periodically evaluate the state and local programs, services and activities carried out under the state plan. The evaluation is to be made with sufficient extensivenes to enable the carrying out of the state plan and fulfill the purpose of the Act. The evaluation can be made by utilizing the evaluation made by the State Advisory Council, evaluations made by the State Board, and evaluations made by local educational agencies.

The results of the evaluation shall be described in the annual report submitted by the State Board to HEW on or before October 1 of each year. The report consists of the following three parts: A fiscal part showing the expenditures of each of the several allotments made under the Act; a statistical part showing supporting data with respect to programs, services and activities under the state plan for which expenditures of funds are reported; and a descriptive part showing a narrative account of the program.

Scope

We reviewed HEW regulations to determine what evaluations the state is required to make of its Vocational Program.

We interviewed ODVE officials and reviewed the state plan to determine what procedures are used by the ODVE to evaluate the Ohio Vocational Education Program.

We reviewed the ODVE instructions to the local school districts for obtaining financial and statistical data to determine if such instructions can lead to good sound reporting data.

We interviewed local officials to determine if State procedures are being carried out and to obtain their opinion of the reliability of the data collected.

We reviewed statistical data which is collected at the local level, reported to the State and then forwarded to HEW to determine the accuracy of such data.

Evidence

PROCEDURES FOR OBTAINING STATISTICAL DATA

The main source of statistical data on Ohio vocational education enrollment is the vocational education opening report. This report is prepared by the local school districts from beginning school year class records to obtain State approval and reimbursement for each vocational class. A vocational class in Ohio is considered to be a group of students following a specific vocational education program which includes both shop and/or lab and related instruction. The ODVE does not consider a student who takes an occasional vocational class as a vocational student. As a matter of fact, vocational classes are only offered in 4 period blocks and it is not possible to enroll in an occasional class.

The information contained on each opening report is programmed into the computer and checked for accuracy. The information is then used to prepare portions of the OE form 3136 pertaining to the number of vocational teachers in Ohio. This information pertaining to the status of teacher training is provided by each state university where the teachers are being trained. The information is then used to prepare the closing report for each vocational class.

The closing report with preprinted information from the opening report pertaining to class enrollments is sent to each local school district before the close of the school year. The local school districts are required to provide additional information which includes closing class enrollments and class completions. The enrollment data from the opening and closing reports is then compiled to provide the Office of Education with the enrollment data on OE form 3138. The information provided on OE 3138 includes beginning class enrollments plus vocational entrants on any day thereafter. Ohio enrollment never decreases from the first day because withdrawals are considered in the total enrollment figures.

The information on class completions is then preprinted on a student follow-up report which is mailed on September 15, following the close of the school year to each school district that has a State approved vocational program. The school districts are asked to obtain the status of the students as of October 15, and return the report to the ODVE by November 15. The information is then compiled by the ODVE and forwarded to the OE on form 3139. In addition to the data required by OE on form 3139, the ODVE is requesting the average wage per hour that the graduate is earning. However, some students consider this information confidential and will not provide it.

ACCURACY, NECESSITY AND COMPLETENESS OF STATISTICAL DATA WHICH IS PROVIDED TO THE OE

The ODVE and local officials believe that the statistical data which is required by OE to complete forms 3136, 3138 and 3139 are necessary to properly evaluate the Ohio vocational program. They also believe that the information provided to the State on the opening reports are accurate and complete. The officials do not all agree or speak with the same assurance as to the accuracy of the fiscal year 1970 information that was provided on the closing reports or the follow-up study. An ODVE official stated that the follow-up information is not as accurate as the student enrollment information. The ODVE relies on the people's honesty and tries to get as good and as true a picture as possible on student employment.

The data which had been submitted to the ODVE on the closing report for the 1970 Cleveland vocational enrollments was not correct. As a result, when the preprinted report for student follow-up was mailed to Cleveland to obtain the employment status on 1970 graduates, it was incorrect and correct information had to be obtained to perform the student follow-up. The Toledo and Marietta data for the closing report were obtained from teacher enrollment records and were considered by local officials to be accurate. However, information for 16 Toledo class enrollments were incorrectly preprinted by the ODVE on the follow-up reports as class completions and had to be changed before the follow-up could be made.

The City of Cleveland also used a different means to obtain student follow-up information than was used in either Toledo or Marietta. Cleveland used a questionnaire to obtain information on the status of graduates, whereas the cities of Toledo and Marietta used personal contacts. This resulted in Cleveland getting a 36 percent student response, whereas Toledo and Marietta received a 93 percent student response. The State instructions do not state how the follow-up should be made so Cleveland did not inform the State of the procedures used. The questionnaires may have provided a valid picture if the responses had been projected to the total graduates, but instead they were left to stand on their own.

We were informed by the Cleveland Director of Vocational Education that staff meetings were held to explain the 1971 State procedures for obtaining data for the closing report. He stated that the information obtained for the 1971 closing report will be more accurate than the 1970 data because of greater involvement of each service area supervisor. He also stated that personal contacts will be used to obtain data on 1971 graduating students.

PROCEDURES FOR OBTAINING FINANCIAL DATA

The ODVE requires each school district to submit affidavits showing expenditures for each approved vocational course. The affidavits are then audited and the school districts reimbursed. The ODVE, however, has no lever to make the school districts submit timely affidavits. As a result, some affidavits are not submitted on time and to meet OE deadlines for financial submission, the ODVE must use: A combination of the actual ledger expenditures of school districts which have submitted their affidavits, and the maximum amount of allocation that could be spent by cities which have not submitted their affidavits.

This problem can be highlighted by using the Cleveland Board of Education as an example. Cleveland had not submitted many of their affidavits for fiscal year 1970 disadvantaged programs to the ODVE by July 1, 1971. Therefore, ODVE did not have actual expenditures for fiscal year 1970, funds by the beginning of fiscal year 1972, and they are required to be submitted by October 1, 1971. Cleveland attributes these late submissions to the fact that the ODVE has not provided instructions for the preparation of proposed budgets in disadvantaged proposals. This has resulted in a lack of clear understanding of what funds can be expended for. It has also resulted in the auditing of each program after completion to assure that expenditures were proper. The Toledo Director of Vocational Education also indicated that there are not clear guidelines for the preparation of proposed budgets.

The ODVE officials believe that the financial data required by OE is necessary. As a result of using a combination of actual expenditures and allocations the financial data submitted by ODVE could be off by several hundred-thousand dollars. An ODVE official stated that this is not significant since the total expenditures in Ohio were over $102.7 million.

ADDITIONAL DATA USED BY THE STATE FOR PROGRAM EVALUATION

The ODVE has taken much of the statistical data required by the OE and compiled it to be used in making management decisions. However, they do not consider the present program adequate. As a result, the ODVE has started a program review for improvement, development and expansion in vocational education (PRIDE). The review was performed in 11 vocational districts on a pilot basis in fiscal year 1971 and is planned for 21 districts in 1972. The review includes the following six basic components:

Administrative Review.—The administrative review is the activity by which the Superintendent of a Vocational Education Planning District identifies the role, objective, structure and responsibilities of the administrative team for the improvement, development and expansion of vocational education.

Process Variable Review.—The process variable review is the activity by which instructors use a lay advisory committee to react to the process variables of an instructional program. The process variables have been identified as (1) Curriculum and Instruction, (2) Facilities and Equipment, (3) Instructional Staff, and (4) Students.

Product Review.—The product review is the identification of the successes achieved by the vocational graduate. The current plan is for a three phase follow-up study. Phase one is a one year follow-up using the current state reports. Phase two is a three year follow-up to identify mobility and employment success. Phase three is a five year follow-up to identify mobility, employment success and selfsatisfaction.

Cost-Analysis Review.—The cost-analysis review is the critical activity which will identify the instructional cost for operating an instructional program and generate a cost per pupil per program figure.

Availability and Impact Review.—The availability and impact review is to be conducted by vocational education planning district personnel to utilize local resources for determining community needs.

Acceptance and Congruence Review.—This review is currently using two objectives instruments to examine student interest and attitude plus parent attitude. To obtain student interest in vocational education all 9th graders in a Vocational Education Planning District take the "Ohio Vocational Interest Survey".

The cost-analysis review for one-tenth of the 104 planning districts will be completed by August 1971.

Basic causes

The ODVE has developed good procedures for obtaining reliable management information. However, incorrect financial and statistical data has been submitted to OE because of—

Late submissions of actual expenditures to ODVE due to a lack of clear guidelines for preparing proposed budgets for disadvantaged programs, and the failure of a local school district to follow these procedures.

SUMMARY ON DISADVANTAGED VOCATIONAL EDUCATION PROGRAMS IN OHIO, CODE 20820

The State of Ohio has formulated good procedures to assure that Federal disadvantaged funds are properly utilized. However, the local school boards did not follow State procedures in several instances. In our review of Cleveland Toledo, Ohio, fiscal year 1970 programs we found that: All the students served were not disadvantaged. Federal funds were used to purchase equipment to supplement existing vocational education programs in which students were not disadvantaged, follow-ups were not performed to evaluate program achievements, the criteria used to select students was not always consistent with the States' criteria, and proposed objectives were not reached.

We found that action was taken to partially correct some of these deficiencies in fiscal year 1971 and that program evaluations are planned. One program which did not serve the disadvantaged has been replaced by a program that will serve the disadvantaged. Another program increased its enrollment substantially because earlier funding provided sufficient time to purchase equipment, secure space, and select teachers and students.

Criteria and Background

The Act provides for vocational education for disadvantaged persons to enable them to achieve vocational education objectives that would otherwise be beyond their reach. The Act defines disadvantaged persons as those who have academic, socioeconomic or cultural handicaps that prevent them from succeeding in a regular vocational program. In addition, the Consumer and Homemaking section of the Act provides programs designed for youth and adults, to prepare them for the role of homemaking or contribute to their employability. This section also encourages home economics to give greater consideration to social and cultural conditions, especially in depressed areas.

The State of Ohio was allotted $17,925,661 of Federal funds in fiscal year 1970 but because of late funding was able to expend only $15,290,625. A portion of the funds unallocated were disadvantaged monies. For example, the State received $856,581 for disadvantaged programs under Part A, 102(b) but expended only $693,497. The unallocated $163,084 was carried forward to fiscal year 1971.

The State of Ohio received over $2.7 million in Federal funds in fiscal yeer 1970 under the following sections of the Act:

Program	Total Federal	Total local and State funds
Part A, 102(b) Disadvantaged Special Authorization	$693,497	$0
Part B, 102(a)(4a) Disadvantaged	1,822,629	4,407,767
Part F, Consumer and Homemaking Depressed Areas	216,115	233,823
Total	2,732,241	4,641,590

Scope

We reviewed the 1963 Vocational Education Act, as amended in 1968, to determine the criteria for defining disadvantaged persons.

We talked to State and local officials to determine the procedures used to assure that the funds were used as intended.

We reviewed fiscal year 1970 disadvantaged vocational education programs and the consumer and homemaking programs in Cleveland and Toledo, Ohio, to determine if Federal funds were used as intended.

We reviewed the possible need for a disadvantaged program in Marietta, Ohio, and Washington County.

We reviewed program proposals, and school records for fiscal year 1970 disadvantaged programs to determine if the criterial used locally was consistent with the State criteria.

Evidence

DISADVANTAGED VOCATIONAL EDUCATION PROGRAMS

State officials believe that the disadvantaged provisions of the Act are realistic, but there is not adequate leadership at the National level to direct the States in carrying out the provisions or adequate funds to achieve the goals established. For example, the provision in the 1968 amendments to the Act, provide for construction of residential schools. Although Ohio officials believe this is very realistic and they have shown these schools are beneficial, the U. S. Office of Education has not provided aggressive leadership to achieve the funds for residential schools.

State officials informed us that any time a new program is started, there are problems in directing funds and using funds effectively. Although there were some problems in directing fiscal year 1970 funds to the disadvantaged, many of these problems have been corrected and 1971 programs have been improved.

We were informed by State officials that the 1968 amendments are good because they provide categorical aid rather than block grants; provide investment into an existing system rather than creating a new system; and have sensitized school administrators to problems in schools and outside of schools.

They believe vocational education is the proper tool for meeting the needs of the disadvantaged. However, remedial education should also be built into the system rather than being used as a separate tool because it can be related to the skills which create interest and the desire to learn; it will reach students at age 14, 15 and 16 who are mature and more willing to learn; it can be related to the student's goal and provide an incentive to learn; and it can be individualized.

Ohio's criteria for defining disadvantaged persons is consistent with the Act and the State has formulated good procedures to assure that disadvantaged funds are properly utilized. The funds are allocated to specific projects that define the type of persons to be served. Therefore, allocations are not made to schools or geographical areas, but to specific groups of disadvantaged people to help them achieve their vocational objectives.

The State did not use all available fiscal year 1970 funds because the Federal Government was slow in funding and the projects could not be authorized by the State. The authorization to carry the money over to 1971 projects was good and provided efficiency, since the State did not have to hurry and spend the money to avoid returning the unused portion.

The State procedures for approving disadvantaged projects follow:

Guidelines are sent to all local school districts.

The local districts prepare and submit proposals for disadvantaged programs.

Proposals are reviewed by the Special Needs staff to determine if the information provided agrees with that required.

Proposals are discussed informally with personnel in the specific service area to obtain agreement.

Proposals are reviewed by a panel made up of educators and other persons knowledgeable concerning the needs of the disadvantaged, who evaluate each proposal individually as excellent to good, average, or fair to poor.

Questionable proposals are submitted to negotiation.

The proposals are approved.

The funds for approved disadvantaged projects are then channeled through the local boards of education. State officials maintain that channeling these funds through other agencies would only create another administrative layer or hierarchy to absorb the money intended for the disadvantaged. They believe the money must be put in the delivery system that can build the best track to success—the Ohio Department of Education.

To assure that disadvantaged funds actually reach the disadvantaged, the State has adopted the following procedures: Proposals must identify the type of persons to be served and state specific measurable objectives of the project; and proposals must state how the project will be evaluated at the local level to determine the degree to which the objectives were accomplished

Cleveland.—We reviewed three disadvantaged programs in Cleveland. The chart below shows the breakdown of funds and the number of persons served.

FISCAL YEAR 1970 DISADVANTAGED PROGRAM

Program	Federal funds	Local funds	Total budget	Disadvantaged students		
				Number to be served	Served	Selected using State criteria
Prevocational, Pretechnical Preapprentice orientation				400	71	31
Vocational selection program to prevent dropout losses				200	69	69
Practical application in the building trades				500	251	0

The responsibility for determining that disadvantaged people are actually enrolled in the program rests with the local officials. We found that although the State's procedures are good, they were not being followed locally. The Cleveland Board of Education's program proposals submitted to the State were specific enough to assure that disadvantaged persons would be helped. However, the fact that a proposal is specific, does not necessarily mean that the disadvantaged persons were helped, as evidenced by the following deficiencies:

The proposed objectives were not reached, the criteria used to select students was not consistent with the State's criteria, follow-ups were not performed to evaluate program achievements, and all the students served were not disadvantaged.

PRE-VOCATIONAL, PRE-TECHNICAL, PRE-APPRENTICE ORIENTATION PROGRAM

The Pre-Vocational program was implemented February 2, 1970, in six inner city schools. The primary objectives of the program were to upgrade the knowledge and skill of youth to meet industry standards; correct errors in fields of study and create an awareness among employers to the need existing among our youth for understanding; increase employability; and revise memory cells of students on previously learned material they have not been using.

Our review of the program brought to light the following deficiencies: The proposed objective was not reached, the criteria used to select students varied from school to school and was not always consistent with the State's criteria, and students served were not disadvantaged, and follow-ups were not performed to evaluate program achievements.

PROPOSED OBJECTIVE WAS NOT REACHED

This program was offered to second semester seniors who were about to graduate. However, the program achieved only 18 percent of their fiscal year 1970 objective due to its late start. Instead of serving 400 students, only 71 were served. In fiscal year 1971, the program was offered to 10th, 11th and 12th grade students, the goal was decreased to 240 students and 223, or 93 percent were served. This achievement is the result of starting the program at the beginning of the school year which provided sufficient time to select teachers and students.

CRITERIA FOR SELECTION

Guidance counselors and teacher-coordinators selected the students for the program, but the criteria used varied from school to school and was not always consistent with the State's criteria. In the schools reviewed, we found that: East Technical High School used criteria consistent with the State; Glenville and East High Schools enrolled college preparatory students who could not affort to go to college; and West and Lincoln High Schools enrolled students from low income families who were above average and had the ability to go to college.

The following criteria was used to select students for the East Technical High School Program: overage for grade level, low probable learning rate (PLR), low standard reading rate (SRR), high absenteeism, or poor scholastic ability.

Students served were not disadvantaged

Using the above criteria we reviewed 30 student record cards at four of the six schools which were available during our visit. These records showed that the following seven students did not meet the above criteria and were not disadvantaged:

Student	Graduate class rank	Grade	Age at time program was offered	PLR	SRR at the 6th grade level	Days absent last two semesters	Total grades 9th to present A	B	C	D	F
1	93 out of 194	12	17	91	6.2	0 and 2	7	16	12	9	0
2	87 out of 174	12	17	110	(1)	5 and 3	8	14	16	6	0
3	59 out of 174	12	17	91	6.7	1 and 9	6	13	19	5	1
4	55 out of 174	12	17	100	(1)	1 and 1	11	15	17	3	0
5	62 out of 174	12	18	115	10.2	14 and 19	9	14	10	6	0
6	80 out of 174	12	18	111	10.2	4 and 3	11	18	11	5	0
7	98 out of 174	12	18	93	(1)	3 and 1	2	19	16	7	0

[1] Not shown.

Follow-ups were not performed

Follow-ups were not performed to evaluate program achievements although it was stated in the proposals that an evaluation would be made.

Vocational selection program to prevent dropout losses

The Vocational Selection Program was implemented March 23, 1970. The primary objectives of the program were to: Achieve motivation for those who have none, provide an atmosphere for undecided youth and guide them in establishing goals, increase employability, develop positive attitudes, and provide earning power.

The following deficiencies were found during a review of the program: The proposed objective was not reached, and follow-ups were not performed to evaluate program achievements.

Proposed objective was not reached

The program proposal called for 200 students to be served in fiscal year 1970. However only 69, or 35 percent were served. In addition we were informed that the program center could not possibly accommodate the number of students called for in the proposal. In fiscal year 1971, the goal was increased to serve 300 but only 87, or 29 percent were served. This objective is also unrealistic in view of last year's performance and lack of facilities.

The criteria used to select students for the program was the same as the Pre-Vocational program. We reviewed the student record cards of 40 students which were available during our visit. There records showed that the students met the criteria with one exception.

Follow-ups were not Performed

Again, follow-ups were not performed to evaluate program achievements although it was stated in the proposals that an evaluation would be made.

Vocational program with practical application in the building trades

The Practical Application in the Building Trades program was a summer program which ran from June 15, 1970, to August 31, 1970. The program was designed to provide practical applications in the maintenance and repair of buildings with job related instruction towards the world of work.

The deficiencies of the program were: The proposed objective was not reached, the criteria used to select students was not consistent with the State's criteria, and all the students served were not disadvantaged.

Proposed objective was not reached

In fiscal year 1970, this program was the most successful of the three reviewed, with respect to achieving their objective. They reached 251 students, or 50 percent of their 500 student objective. However, since the students served were not all disadvantaged, their achivement is not too meaningful.

CRITERIA FOR SELECTION

The Cleveland Board of Education selected the students for this program if they met the Neighborhood Youth Corps criteria which is family income.

Students served were not disadvantaged

We review the records of 38 students that were available during our visit. Using the criteria of the Pre-Vocational and Vocational Selection programs, we found that the following 10 students did not meet the criteria and were not disadvantaged:

Student	Graduate class rank	Grade	Age at time program was offered	PLR	SRR at the 6th grade level	Days absent last two semesters	Total grades 9th to present				
							A	B	C	D	F
1		11	17	99	7.4	13 and 13	7	9	15	6	0
2	17 out of 104	12	17	111	9.7	3 and 0	11	11	11	4	1
3		12	16	88	6.5	8 and 1	12	14	14	6	0
4		11	16	102	6.0	2 and 6	4	7	18	9	2
5		10	15	107	6.7	3 and 2	2	4	13	8	0
6		11	16	107	6.1	8 and 1	4	6	8	8	0
7		12	16	111	6.8	0 and 2	24	14	5	0	0
8		10	15	99	6.6	1 and 1	4	6	0	2	0
9		11	16	98	6.4	4 and 2	11	7	13	2	0
10		12	17	100	8.6	1 and 12	0	11	13	9	1

This program is not being offered in the summer of 1971. It was replaced by a Vocaitonal Work Study Program for academically disadvantaged students who were automatically promoted to the 10th grade because of age.

Toledo.—The Toledo Board of Education also submitted proposals to the State that were specific enough to assure that disadvantaged persons would be helped. However, there was a vast difference between the program proposals and the actual program. The Board used Federal disadvantaged funds to purchase equipment to supplement existing programs in which the students were not disadvantaged.

We were informed by the Director of Vocational Education that since the programs were offered in high schools where the majority of students were disadvantaged, the Board of Education was of the opinion that they were in compliance with the Vocational Education Act. This same philosophy was carried over to the 1971 programs.

We reviewed two secondary disadvantaged programs in Toledo. The chart below shows the breakdown of funds and the number of persons served in these two programs.

FISCAL YEAR 1970 DISADVANTAGED PROGRAMS

Program	Federal funds	Local funds	Total budget	Disadvantaged students		
				Number to be served	Served	Selected using State criteria
Distributive education	$27,282	$4,815	$32,097	140	140	39
Office duplicating and communications specialist	41,507		41,507	75	70	
Total	68,789	4,815	73,604	215	210	39

DISTRIBUTIVE EDUCATION PROGRAM

The Distributive Education Program was implemented September 3, 1969, to provide disadvantaged students with skills so they could become employable citizens. The specific objectives were to develop favorable work attitudes, develop skills in marketing and distribution, and place students on an actual job training station for wages.

The Distributive Education (DE) proposal called for 140 disadvantaged students to be served. Teacher-coordinators informed us that only 39 students were enrolled in the DE disadvantaged courses. We reviewed the school records of 19 of these 39 students and found that they were disadvantaged, as they met one of the following criteria which school officials had used in selecting program participants: Low scholastic achievement, low IQ, high absenteeism, or were average for their grade level.

Toledo Department of Vocational Education official informed us that the other 101 students were enrolled in the regular DE program and it was not determined whether or not they had academic, socioeconomic or cultural handicaps that would prevent them from succeeding in a regular vocational program. In addition, we were informed that the regular DE students are of a high caliber and four had placed first in last year's National DE contest. This obviously indicates that these students could not be disadvantaged.

The total budget of $32,097 was used to purchase equipment to be used in four high schools. Since the 39 disadvantaged DE students received most of their training away from the four high schools, the equipment was used primarily to serve non-disadvantaged students in an existing program.

Office Duplicating and Communications Specialist Program

The Office Duplicating program was funded in fiscal year 1970 to purchase equipment for a program to be operated in fiscal year 1971. This program was designed to provide intensive training for disadvantaged students in the areas of office duplicating, copying, and offset printing. The specific objectives were to: Provide the necessary employable skills, develop positive work habits and attitudes, develop confidence in disadvantaged students, and place disadvantaged students on co-op jobs as soon as employable skills are attained.

The Office Duplicating program was operated in a manner similar to the DE program. The program proposal called for 75 students, but only 70 completed the program. School officials informed us that only 25 of the 70 students were disadvantaged. However, when asked to identify the 25 disadvantaged students, they could only provide school records for 12. We reviewed the record cards of these 12 students and considered a student disadvantaged if he met the criteria used for the DE program above. The records showed that the following nine students were not disadvantaged using the above DE criteria.

Student	Age at time program was offered	IQ	Days absent last 2 years	A	B	C	D	F
1	16	101	8 and 5	2	6	6	6	0
2	16	99	2 and 2	1	4	9	6	0
3	16	105	5 and 10	2	14	11	0	0
4	16	105	10 and 10	0	2	6	2	1
5	17	110	0 and 0	4	4	8	1	0
6	17	110	5 and 16	6	9	4	1	0
7	16	105	6 and 1	1	5	5	4	0
8	17	96	10 and 5	1	3	13	4	0
9	16	114	0 and 3	0	4	5	1	0

Again the Director stated that the Board did not determine if the students had an academic, socioeconomic or cultural handicap that would prevent them from succeeding in a regular vocational program. Our review showed this equipment was purchased to supplement an existing program in which the majority of students were not disadvantaged.

Marietta.—The City of Marietta has no programs for the disadvantaged however, there is a definite need for disadvantaged programs in Marietta and the surrounding county. Programs have not been offered because: The disadvantaged programs must compete with the Neighborhood Youth Corps program, and the State Vocational Work Study program which pay the students a stipend, and the local school board could not provide their share of the funds.

The Marietta School Board submitted one proposal for a Pre-Entry Orientation to Vocational Education program. Although this program was approved by the State, the program was not offered and the funds were returned because the Board could not provide the local matching funds.

CONSUMER AND HOMEMAKING PROGRAMS

We reviewed the Cleveland Family Life and the Toledo Homemaking Education programs for fiscal year 1970.

The chart below shows the breakdown of funds received for the two programs.

Program	Federal funds	Local funds	Total budget
Cleveland family life	$74,000	$8,627	$82,627
Toledo homemaking education	25,029	2,300	27,329

We found there had been only a limited evaluation of the Cleveland and Toledo programs in fiscal year 1970. Toledo's program has shown more signs of success because they appear to be more sensitive to the needs of the damaged family. The success of the Toledo program is evidenced by the following case history of a damaged family:

"Family A was in a deplorable state when one of our connecttors made her first visit. The house was cluttered and filthy; there was no food in the house; the mother was an alcoholic . . . and the father was on the verge of suing for a divorce . . . The four children kept the house in a shambles and required, but did not get, close supervision . . . Now, six weeks later, the home of this family is a different place . . . There is a supply of food. Family relationships have improved. The children play in their own room and put their toys away before they go to bed at 8:00 p.m. The mother is eating as she should, and she looks and feels much better than she has for a long time. Most of this she has done for herself, but we like to feel that our efforts to help have been partly responsible."

The purpose of these programs is to help low-income families help themselves. The criteria for selecting particpants is that they live in an inner city area—usually public housing. The assumption being that anyone living in public housing, or the surrounding area, will have a low family income and therefore meet the selection criteria.

We found that the criteria used is consistent with the Act and low-income people were being helped. However, State and local officials believe it is impossible at this time to measure the success of this program, as many of the benefits received are intangible and will not be apparent for generations to come. Some of the specific objectives of these programs ar to: Develop pride in homemaking and improve homemaking skills, broaden basic education in terms of developing basic skills, improve personal health, keep sanitary living conditions, and utilize appropriate community resources.

Although the objectives are specific enough to assure that disadvantaged persons will be helped, Cleveland did not perform a follow-up to determine if the objectives were reached. Toledo, on the other hand, hires a consultant who evaluated their program. This evaluation concluded that in order to draw conclusions on program effectiveness: Program objectives should be reformulated into behavioral terms, and information should be obtained concerning the children in the home, in addition to the homemakers.

Program objectives are achieved through the use of connectors, who are residents of the community in which a Center is located. In Cleveland, once a family is contacted, the connector tries to persuade the family to attend the Family Life classes taught at the Centers by home economics teachers. Some of the subjects taught are: basic education, foods and nutrition, home management, and consumer education.

The Cleveland program recognizes that homemakers may be interested in a class, but find it difficult to enter a strange setting alone. To overcome this, the connector may call for the homemaker and take her to the Center. The connector "may even have to attend a class with her until she is acquainted with others and feels at home." We were informed by a Cleveland official that a ratio of one teacher to 15 students is needed to successfully operate the program. However, in Toledo, the connectors operate through the Homemaking Education Center, but work with the homemakers in their own surroundings on a one-to-one basis. The Toledo philosophy maintains that individual help is needed until the badly damaged homemaker is able to function as a member of a small group. This inability is due to a negative self-image, lack of previous experiences as a group member, and feelings of shame and inadequacy.

Basic causes

The deficiencies and the causes are as follows: The proposed objectives were not reached because (1) the programs were funded late, and (2) there was insufficient time to purchase equipment, secure space, recruit teachers and select students.

The local criteria was not consistent with the State's criteria because the persons making the selections were not adequately informed of the State's criteria, as a result, not all the students enrolled were disadvantaged.

Follow-ups were not performed because the local officials did not believe they would be beneficial for such short term projects.

Disadvantaged funds were used to purchase equipment to supplement existing programs in which the students were not disadvantaged because (1) there was a misunderstanding as to how the funds could be use, and (2) the local officials did not determine if the students enrolled were disadvantaged.

Chairman PERKINS. Please identify yourself.

STATEMENT OF JOHN R. GUEMPLE, ASSISTANT DEPUTY SECRETARY FOR ADMINISTRATIVE SERVICES, STATE OF TEXAS

Mr. GUEMPLE. I am John Guemple, assistant deputy commissioner for Administrative Services of Texas.

I am still acting assistant director of vocational education in Texas while a new State director is being sought. I had that post in our State organization since 1966, before my promotion.

In my new capacity, I am responsible to the deputy commissioner for administrative services for all of the funds that flow through the State agency, State and Federal funds for all of the public education activities in the State. My responsibility is to see that the funds reach the schools in a timely way so they can meet their commitments or salaries and other kinds of expenditures for educational activities.

I attempted to write, in my short responses, what I felt you wanted from the letter we received. That is, specific responses to each of the recommendations. I, rather than spend time summarizing all of those, would like to talk about the first one, limiting the Federal funds for State administration, and with your kind permission and indulgence, I would like to talk a little bit about some of the problems that you have in national legislation applied to 50 States and several territories, all of which have differences in governments and education, with certain kinds of problems that emerge from that.

We have 254 counties in Texas, with 1,154 school districts and 54 junior college districts. Now each of these districts, 200 of the 1,154 public school districts and 54 junior college districts are taxed jurisdictions under State law. They each have an elective board of trustees with certain kinds of tax jurisdictions and discretion over investment of those funds raised by local taxation.

The State receives several millions of dollars, about $30 million now for vocational education from the U.S. Office of Education under the provisions of Public Law 90–576. Those, or the regulations and provisions of the law require the State to have a plan on how to use those funds. That plan also requires the calculation of the expenditures of all of the State funds. Unfortunately, our current reporting system, which is undergoing revision, does not capture all of the local invested dollars, because of strong State statutes on the responsibility of the locally elected boards in these matters. We have not felt that we had the clear legal authority to ask for certain kinds of information on those expenditures.

The Federal Register and the State plan direct the State that if they were to be eligible for Federal funds, then all of the funds invested in vocational education by the State and by local tax jurisdictions are governed by the same regulations. Therefore, all of the funds that are available to the State have the same rules applied to them, whether they are generated by local tax dollars, State tax dollars, or the Federal jurisdiction over certain tax revenues.

We have another problem in that ours is one of the few States that has a different State fiscal year than does the Federal Government. Our State fiscal year is September 1 through August 31.

Now you can see that we do have problems on how to work with these various money categories. Now I don't want to get too complicated, but the problem really is, in most accounting offices, and I am not professionally trained as an accountant, but I have been an accountant, and was trained by the Prudential Insurance Co. the rule of thumb in most accounting offices is that you spend the money that truncates first. In other words, if you are going to cut off certain funds at the end of June, you say those are expenditures. Then you have the funds that last a couple of more months to take care of expenditures that may accrue to the State during the summer. We have summer school teachers, inservice school activities, and have certain kinds of investments that are made ahead of school time for the succeeding year.

Now I would have to say that that has been a judgment that the State had to make under the rules and regulations that are in the Federal Register. I guess the problem is maybe we made the wrong decision, but the decision had to be made. Do you conserve State tax dollar revenue for those overlapping fiscal year responsibilities, or do you go ahead and finance State administrative costs out of the State and Federal moneys with the possibility of losing some of the funds pretty badly needed?

All of the funds we have available to us don't cover all of the costs. A lot of the costs are passed on to local tax jurisdictions, and that is unfortunate. That is being reviewed by our State legislature now because of the *Rodriguez* case and others. I am sure with some of that we will get State relief. The possibility is next year instead of 5-to-1 matching we may have 10-to-1 matching in our State, but Mr. Perkins, I have to say that right now, as of this moment, I do not know how much Federal funds we have available to spend in the schools in our State this year.

Now, the other problem that we have is that sometimes when we go to the legislature, there are certain issues that we have, where we ask for State dollars and there really is not a problem. We get almost every dime we ask for for the handicapped. We are one of the States that has a broad general law that was passed in 1969 by our State legislature and we have been devoting a great deal of energy in expanding educational services for the handicapped. We have grown from $18 million statewide for handicapped children to $78 million in the space of 3 or 4 years, and plans are to double that again in another 3 or 4 years. Our big problem there is that adequate planning costs money but we don't have the resources at the local level or at the State level to spend on designing a statewide delivery system for the handicapped.

The funds that we get for set-aside for the handicapped are not spendable for construction and the facilities to house programs are one of the restraints or the barriers at the local level in putting in new programs. Research, evaluation, program materials, how do you design and conduct programs?

One of the problems I had in reading the report and preparing a response is we don't have a definition of administration. That has been alluded to otherwise here. Let's stop for a moment and say this, "What are the appropriate functions in education that are performed by the State?"

Certainly, there are certain regulatory functions that are in the Federal Register which we are required to perform. There are others in the body of State law which are not in conflict with the Federal regulations which we are also responsible for. But there are a lot of other things which are not really regulatory. How do you get school districts to put in programs that are different, that are new? With whom do you have to work? The principal of the high school, the superintendent of schools, the elected board, a lay board?

These are leadership functions. These are legitimately performed by the State to try to disseminate the kind of information about what they can expect from the State in the way of support, what they ought to expect from the community in the way of support, from the business and industrial enterprise in that community.

Then, how do you take a teacher who has gone from one of those industries and make himself a teacher, since he is already a craftsman? These are expensive, and many of these activities are performed by the State staff. The option is given to the local district of whether or not to put in the program and whether or not to participate in these kinds of activities. But they are made available.

I have a problem in looking at restricting the State in the amount of Federal funds it can use for administration. Unless we define what functions were are talking about and how much the State can spend for those. I guess really the problem I have with this whole area is that in a complex situation, which we have in most States, it is getting worse rather than better.

We have several things impacting on a State. The Federal Register is one. The State legislature's law pertaining to public education. And then we have the various kinds of court orders that are coming down to the schools and our State agencies under a court order on civil rights. Some of these are contradictory. I find the recommendation that the GAO report has on limiting the amount of funds for State administration in conflict with some of their other recommendations on requiring better planning which costs money, and I would say that some of the report, in order to implement it in our State, might mean a doubling of the State's staff.

Now we are currently using about 2.3 percent of the total funds available to us for State administration, a little less than 2.3 percent. Now if the Federal funds are flew through to the local school districts—then we would have, and also we cut back on State administrative costs drawn from the Federal funds, we would have to substitute funds for those and those would cease flowing through to the schools. Since both fund categories are regulated by the Register and the State plan, I really don't see that the scools would get 1 dime differently than they get now, or have to do anything that they don't now have to do. I guess my problem is that if the cost of State administration, because of changes in the law, is altered appreciably upward or downward, then our need for financing for those activities that are appropriate for the State would either go up or down. They have to be financed.

I am a little at a loss to see what difference it would make if the funds were State or Federal, since those funds that are used for State administration are not then available to schools and as long as our overhead is low overall, I really have a problem with that.

[Prepared statement of Mr. Guemple follows:]

PREPARED STATEMENT OF JOHN R. GUEMPLE, ASSISTANT DEPUTY COMMISSIONER FOR ADMINISTRATIVE SERVICES, STATE OF TEXAS

I am here to represent the Texas Commissioner of Education, Dr. M. L. Brockette, and to present our views on the General Accounting Office report entitled "What Is the Role of Federal Assistance for Vocational Education?", which was released to Congress on December 31, 1974. I will address specific parts of this G.A.O. report which deal with the administration and operation of State vocational education programs.

1. LIMITING THE FEDERAL FUNDS FOR STATE ADMINISTRATION

Nothing can be gained by setting a limit on the amount of Federal funds which can be retained at the State level for administration. As a matter of fact, arbitrary limits would further reduce flexibility and inhibit program effectiveness.

For fiscal year 1974, the total expenditure in Texas of State and Federal monies for vocational education programs was nearly $162 million. Of this amount, over $129 million were from State sources. The cost of State administration in Texas is less than 2.3 percent of the total expenditures of State and Federal funds.

2. ESTABLISH A SPECIFIC AMOUNT OF FEDERAL FUNDING TO BE USED FOR STATE PLANNING

The planning process should be improved at all levels—Federal, State, and local—to ensure optimum expansion of vocational opportunities and program effectiveness.

We believe that accurate and timely supply/demand information is necessary to permit vocational education agencies to plan more effectively, allocate resources, and keep programs in tune with changing needs. The initiative for program planning and evaluation must begin at the State level, and additional Federal resources for this purpose would be welcomed. But restraints should not be created which would impair the effectiveness of planning and evaluation.

3. LIMIT USE OF FEDERAL FUNDS FOR ON-GOING PROGRAMS

Historically, Texas has spent less than 20 percent of each year's Federal allotment to maintain and operate existing programs. These monies have been used to improve what takes place in the classroom by providing ancillary services such as teacher training and curriculum development. Over 50 percent of the Federal allotment is used to establish and operate new programs.

In many instances after the success has been demonstrated of a Federally-funded vocational program, the State will pass legislation to assume the costs. For example, Federal funds paid the salaries of vocational counselors and supervisors at the local level for several years, but today these staff members are paid with state funds. That also is true of special programs for the disadvantaged and handicapped which now are funded with state monies.

Until the funding of some of the new programs can be assumed by the State, some Federal funds will continue to be required to maintain the quality of needed programs which relate to job opportunities. The needs must determine the programs which the state offers, and these needs should dictate the priority for spending. We suggest that limits not be applied to existing and on-going programs, as this limits the flexibility of responding to priorities identified at the local level.

4. OPTIONS REGARDING PROGRAMS FOR THE DISADVANTAGED AND HANDICAPPED

There is no question that disadvantaged and handicapped persons can benefit from occupational education. Texas is committed to meeting the needs of the disadvantaged and handicapped in its population. The state pays for over 50 percent of the costs of programs for the disadvantaged and handicapped. But programs should not be offered just for the sake of having a program for a special population. The needs of the disadvantaged and handicapped should be considered in a needs assessment which considers the types of training required by everyone in the state.

Experience in our state has shown that set-asides for special needs have restricted the state in planning its comprehensive program. Instead of establishing even more specific set-asides, we suggest that it would be more productive to consolidate set-asides in the current legislation.

We expect that programs financed through CETA will have an impact on the disadvantaged problem, but we do not have sufficient knowledge or experience to determine what this effect will be.

5. COORDINATED PLANNING BY HEW AND LABOR

It is imperative that all agencies at all levels work together to achieve the maximum usage of resources and to eliminate duplication of effort. The initiative for better coordination should take place at the Federal level, where the roles can be clarified of all Federal entities having responsibilities for occupational training.

In Texas a 1202 Commission has been established to achieve more coordination in the administration of post-secondary institutions. The Commissioner of Education is a member. The initial meetings have produced some organizational problems, and there are almost certain to be jurisdictional problems. But it is hoped that more communication will result in more coordination.

We will actively support all efforts to improve coordination and cooperation for the betterment of occupational education.

6. ESTABLISH A SET-ASIDE REQUIREMENT FOR COOPERATIVE ARRANGEMENTS

Cooperative arrangements between secondary and post-secondary institutions have been encouraged and financed under state statute in Texas since 1971. Last year several thousand Texas students were enrolled in vocational courses at post-secondary institutions, area vocational schools, and proprietary schools. Without these contract programs with other institutions, many public schools could not offer their students any vocational training because of lack of funds for facilities and equipment or too small a number of students to make up a class. State legislation has increased the flexibility in these vocational cooperative programs, and provides funds for transportation of students to their vocational classes.

Therefore, in Texas no direct benefit would be derived by establishing a set-aside requirement for this purpose. Improved planning and management can result in maximum use of resources, without additional restraints being imposed.

7. FEDERAL FUNDS NOT TO BE USED FOR CONSTRUCTION

Past use of Federal [illegible] for construction has stimulated local interest in improving and increasing vocational programs. In many instances, the availability of Federal funds was the sole reason that communities could expand their vocational offerings. We believe that adequate justification has been provided for that expenditure.

In Texas a moratorium has now been placed on the use of State and Federal funds for construction purposes, pending a complete review of many factors. The "community school concept" is being implemented, so that all facilities within a community can be used for the good of the community. Workable programs for this concept should reduce the need for new construction. Availability of business and other governmental facilities must also be considered before finalizing plans to erect new structures.

It may be advisable to keep an avenue open for funding construction when a special problem cannot be solved in any other way, and complete justification and prior approval can be obtained. For this contingency, we suggest that any legislative changes not delete the possible use of Federal funds for construction.

8. FINANCE PROGRAMS DIRECTLY RELATED TO JOB OPPORTUNITIES

We strongly concur with the effort to make training programs more realistic. Inadequate planning and incomplete needs assessment undoubtedly have produced some situations in which program offerings did not correlate with job opportunities.

Increased effort and improved techniques for job placement and follow-up by local education agencies and states will strengthen all programs and improve the ability to relate vocational programs to the availability of jobs.

The Texas Education Agency currently is involved with several other state agencies and the office of the Governor in developing a manpower supply/demand information system for vocational education in Texas. The sheer size of Texas makes this effort complex. Improved data collection will aid in local planning of course offerings, and will make it possible to design training programs for new and emerging occupations.

9. REQUIRE WORK EXPERIENCE IN PART B PROGRAMS

Local education agencies have been encouraged to revise their instructional approach, to the extent possible, to ensure that real-life work experiences are an integral part of vocational curriculums. Last year over 64,000 students in Texas received cooperative on-the-job training, and 53,000 of those students were in secondary schools.

This approach is preferred in all curriculums, but there are limitations on such programs in many sparsely populated areas. There may not be enough industry training stations for students, or the students might not have transportation to the jobs. To give students simulated work experience, preemployment laboratory programs have been created in which students use actual equipment and techniques they would use on the job.

In a state as big as Texas with such a variety of communities, it would not be possible to offer work experiences for all vocational students. Greater contact with industry through job placement and follow-up may help identify ways to provide work experiences that are within the capability of the schools and industry. But at this time we would urge you not to create specific requirements of work experience for vocational students.

10. SCHOOLS TO ASSUME RESPOSIBILITY FOR JOB PLACEMENT AND FOLLOW-UP

State funding has been authorized since 1972 for job placement and follow-up services. Today 15 school districts employ 23 full-time placement coordinators. A request for funding to expand the program presently is pending before the Texas Legislature. Job placement and follow-up assistance are necessary prerequisites for an effective career counseling and guidance program, and they will ensure that training programs truly represent existing demands.

Improved data collection and dissemination will help school districts keep aware of job opportunities available or forecast throughout the state. We support action and increased federal support to enhance the effectiveness of job placement and follow-up services.

11. REDUCE BARRIERS THAT INHIBIT PARTICIPATION

The G.A.O. report calls to your attention barriers in the Federal loan support program restricting assistance to those who graduated from high school. They also call attention to restrictions on the use of Federal vocational education funds for programs that are not secondary schools or above. Congress should be aware that there is a laundry list of other barriers.

Discriminatory employment practices have already been addressed by Congress. Historically minority youth interested in a specific vocational field have found preparation not practical because job opportunities were not available to them. There remain barriers of this sort over which the school systems of the nation have little influence and no jurisdiction.

12. AMENDING THE FEDERAL PROPERTY AND ADMINISTRATIVE SERVICES ACT

Texas strongly supports amendment of the Federal Property and Administrative Services Act to allow recipients of Federal Vocational Funds to acquire Federal excess property.

This support is based on our first-hand experiences while participating in DHEW's Federal Excess Property Program in late 1971 and early 1972. During the first seven months of 1972 the vocational, technical, and adult education programs in Texas received Federal excess property valued over $10 million. This property was distributed to 157 independent school districts and 48 junior colleges. It was used in the skill training of handicapped and disadvantaged persons, veterans, minority groups, and others.

Through the excess property program, many schools were able to acquire capital equipment for new programs and to modernize existing programs. Funds to buy the equipment were not available, otherwise. Technical-vocational education programs should receive a high priority for the utilization of Federal excess property.

We hope that this Subcommittee's recommendations will have a positive impact as the 94th Congress begins addressing new federal vocational education legislation. New legislation should include most of the concepts in the present law and allow more decisionmaking at State and local levels. We welcome the comments and suggestions of all agencies interested in improving vocational education. I believe we have a program that is growing in both scope and effectiveness, and ask that you consider our remarks while deliberating on the legislative changes to be made.

Chairman PERKINS. Thank you very much.

Our next witness is from the State of Washington, Mr. Arthur Binnie, State Director of Vocational Education, and Ken Owen, the Assistant State Superintendent.

First, did you want to say anything, Mr. Meeds?

Mr. MEEDS. Mr Chairman, just to take the opportunity to welcome Mr. Binnie before the committee and tell him we are looking forward to the testimony, and looking forward to continuing to work with him.

STATEMENT OF ARTHUR BINNIE, STATE DIRECTOR OF VOCATIONAL EDUCATION, AND KENNETH L. OWENS, SUPERINTENDENT OF EDUCATION, OLYMPIA, WASH.

Mr. BINNIE. Chairman Perkins, Members of the House Subcommittee on Elementary, Secondary, and Vocational Education, I am Arthur Binnie, Executive Officer of the Coordinating Council for Occupational Education and State Director of Vocational Education for the State of Washington.

I submitted written testimony on the GAO report to become a part of the record. Because of the time limitations and the number of my colleagues testifying today, I will limit my oral comments to GAO Chapter 6, which it Training Related to Employment.

GAO, on page 69, reports enrollment in the Vocational Education Act supported programs over the past decade does not indicate that training has shifted from traditional categories to new and emerging job opportunities.

I would like to report that in Washington State, we have in process the major operations that conflict with that position. The first, which we call "Washington State Vocational Education Forecast Model," utilized Vocational Education Act funds over the past five years to develop a model.

It was employment education on a trial basis in fiscal 1974 and is entering its second year of operation. This model is a forecasting system that projects job opportunities related to output of vocational education systems.

It is projected on both a statewide basis and can be, or information can be extracted from it for local job market areas. Job projection data is collected from the Department of Labor, Washington State Employment Security Office, Washington State Office of Program Planning and Fiscal Management, and the Office of Community Development and other sources projecting manpower needs by occupational code for 5 years in advance.

A second part of the forecast model involves collecting output data from community colleges, vocational technical institutes, private vocational schools, and high schools.

This data reflects not only the enrollment of programs but the completers of programs and those who complete programs who enter the labor market on an early leave basis and on a skill and occupational code basis.

This analysis of the vocational education persons entering the job market classification each year, compared to manpower needs, allows us, in our State, to project new program areas where we desire expansion.

We have made an agreement that has been reached between the State board of community colleges, at this time, and the office of program planning and fiscal management in our State and the coordinating council that we will not allow any expansion in vocational education programs in areas in which there is not a demonstrated manpower demand.

This guarantees that new programs will be in new and emerging job opportunity areas and in expanding job opportunity areas. Should the local education agency choose to start up a new program in such an area, it would be ineligible for both State and Federal funds.

Capital projects would also not be available to the local education agencies to build new buildings should they want to start up a nonproject education need area.

We are trying to assure that people graduating from programs will have a realistic chance at a job in our State. We recognize we have some fences to mend. We still have some programs that were instituted prior to the forecast model.

In some of these programs, we know we are graduating, presently, more than the market demands. However, this system that we have now in place is a control system that will not allow expansion of those programs, and we are working with the agency toward the phasing out of programs that produce an excess amount of employees for a field that is not needed.

GAO speaks to new job needs in public service such as fire service and law enforcement. They offer the criticism, when training in such occupational skills are available, it was rarely offered at the secondary level where the largest proportion of vocational education enrollment was concentrated.

I caution the committee against accepting that rationale. Some other States may be like Washington, where employment in high-risk occupations like fire service and law enforcement, are not available to persons until age 21; they must be 21 to gain employment.

Training at the high school level in a career of this type would not be cost effective. We do offer training in law enforcement, fire service training, and public service, but they do not lead to direct job entry.

It is appropriate that such training in these fields in our State be at the postsecondary level.

The second major thrust in Washington I would like to share with you that is presently being developed, will result in what we call Washington OIS, occupational information system.

We have been funded by the Department of Labor for a planning grant in occupational information systems development. The uniqueness is the consortium of seven State agencies was a common goal.

Better occupational information to serve both students who want to be trained for jobs and employers who need people for jobs.

The agency consortium consists of the following agencies: office of community development, superintendent of public construction, State board of community colleges, coordinating councils for occupational education, employment security, councils on higher education, revenue, department of revenue, and the office of program planning and fiscal management.

If the request for proposals is funded we would further implement into the operational phase our forecast model. It will require $300,000 a year to get fully operational over a 3-year period.

The starting money would come from the Department of Labor grant proposal, but by the end of 3 years the total operational money for the system would be assumed by the State of Washington.

We think it would afford in our State the following information.

Sound supply data about programs, sound manpower projections about jobs, realistic labor market assessments and controls at all levels of education that would assure Vocational Education Act manpower. We are expanding in fields that could absorb the completers of programs from all levels of education.

No expansion would occur in areas where we don't have need for workers.

On the contrary, skill programs in those areas would be curtailed.

I would like to make one last point. The time lag of getting up at 4 o'clock in the morning out here confuses my speech sometimes, but I don't think we should fall into the trap of briefing that the ultimate outcomes of vocational education are related to job placement.

From a recent study done by the Washington Advisory Council on Vocational Education we know there are at least nine major areas of satisfaction that can result from vocational education experiences.

Their study in the eyes of students, public, and parents and employers, say that all nine areas are important. They include not only job placement but of equal importance the transition to advanced training.

Also, those surveyed valued as an outcome the decision not to enter an occupation they trained in but to switch to another.

There are other examples in the document and it is presently at State printers and copies will soon be available. I will forward one of those copies to each committee member and staff when it is completed.

The point is well made in the study that vocational education successes should not be measured by job placement.

Even though in our State of Washington people that complete programs are available for jobs in 1972–73, Project Base Line reported 93.3 percent were employed.

So people who complete our vocational programs in our State and want to go to work can.

Many others chose not to work but to enter advanced training areas and they can in our State.

Vocational education prepares people for the manpower market needs of the United States and I am convinced that Congress is getting more of a bang for its buck out of the Vocational Education Act than we sometimes think.

Let me close with just two illustrations on the outcomes of vocational education. This data was from the Project Base Line data from the State of Washington.

The total moneys expended in the State of Washington for vocational education, MDTA and EOA during 1972–73 was $20.5 million.

The allocation received by vocational education amounted to $7.3 million, or 35.7 percent of that total. MDTA received 42.2 percent of the total or $8.6 million and EOA received 22.1 percent of the total or $4.5 million.

Now, you ought to be interested in the results obtained from those Federal investments. In our State in that period we enrolled 266,243 persons in all federally reported programs preparing people for jobs.

In vocational education, we enrolled 262,871 persons or 98.73 percent of the total enrollees. That means that nearly 99 percent were being prepared for work in the State of Washington in the period 1972–73 and were being prepared and programed, sponsored under the Vocational Education Act and only 35 percent of the funds flowing into our State during the period.

I believe that the Vocational Education Act in our State has been cost effective and it well justifies the administrative budget that brought it about.

Thank you for hearing my comments.

Chairman PERKINS. If there is no objection, I think we will give you gentlemen time to walk down the hall and get a sandwich and reconvene in about 20 or 25 minutes.

[Prepared statements of Mr. Binnie and Mr. Owen follow:]

PREPARED STATEMENT OF ARTHUR A. BINNIE, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF WASHINGTON

Congressman Perkins and Members of the Subcommittee on Elementary, Secondary, and Vocational Education:

I am Arthur A. Binnie, Executive Officer and State Director of Vocational Education, Coordinating Council for Occupational Education in the State of Washington. Our Council is designated as the sole agency to receive federal funds under the federal Vocational Education Act and to prepare, administer and supervise the State Plan for Vocational Education in the State of Washington. I have traveled here today to testify regarding elements of the General Accounting Office report "What Is The Role of Federal Assistance for Vocational Education?", released on December 31, 1974, by the Comptroller General of the United States.

I am not here to quarrel with statistics or the data gathered by the GAO auditors. My purpose is to address the issues that surfaced and the findings and conclusions that were drawn from the statistics the GAO gathered from the states they visited, including the State of Washington. When one draws conclusions, they must be based on some fundamental assumptions, and they must be based on expertise in the area being examined. My comments will differ from some of the conclusions drawn by GAO. They will differ from some of the recommendations made by GAO. I believe those differences come from many years of working in vocational education as a teacher, as a coordinator, as a local director, as a dean of instruction, and now as a state director of vocational education. My 22 years of experience in private industry, vocational-technical institutes, community colleges, and state administration, I believe, gives me insight into what vocational education is like in the eyes of a vocational educator.

A fundamental question seems to be whether we in vocational education at the state level are using federal funds to accomplish the purposes which Congress intended under the Act. My comments will indicate that I believe we have done that. I will restrict my comments to six fundamental areas: The GAO assumption that VEA funds do not play a catalytic role, (2) the GAO statement that a large amount of federal funds is retained at the state level and should be reduced, (3) the rario of state support for Part B, (4) some comments on the impact we have had on disadvantaged and handicapped, (5) facility sharing, and (6) planning. I will be brief in presenting these views on each of these areas so that you will be able to ask questions regarding the program in Washington State at the conclusion of my remarks. I will be happy to try to provide answers to your questions.

THE CATALYTIC ROLE

On page 9 of the GAO report a statement appears that VEA funds do not necessarily plan a catalytic role. It states that federal dollars were intended by Congress to stimulate state efforts so that more people would receive vocational education in order to meet national manpower needs. It also states, however, that VEA guidelines permit states to use these funds to maintain existing vocational education programs. I find this wording rather unusual. It raises a criticism that is confused by the words "not necessarily", and it is further confused by the fact that federal law, acknowledged by GAO, allows funds provided under the Act to do things other than play a catalytic role. But when that occurs, it is criticized.

In Washington State we interpret the purposes of the Act to mean that the funds we receive will primarily be spent to improve, expand, and maintain vocational education programs so that all of the people of the State may be served, including the disadvantaged and handicapped. The key words in our State priorities are "improve, expand, and maintain" programs. No funds may be utilized for other purposes. We even place limits on some of the uses within those three categories—improve, expand, and maintain.

I seem to interpret a concern by GAO over those dollars we applied to maintenance of programs. I think it is important to put some kind of a definition on maintenance functions. Vocational education programs in local educational agencies often have costs that are not supported by state formula. These costs include such items as extended teacher contracts—contracts that allow teachers to coordinate work stations at the beginning of the school year or at the end of the school year, and contracts that allow the teachers to involve themselves in curriculum update on an extended basis. Many vocational education teachers, instead of working a 180-day school year, work a 220-day school year, or even more—a full twelve months around. Sometimes vocational education funds support the portion of teachers' salaries that are not provided for in state formula monies. Other funds that are not provided by state formula monies may include coordinators' costs—a teacher's time that must be supported outside the classroom to work in his or her community in developing community job stations. These necessary activities have not been fully covered by our state formula at this time. The ability to pay for them, should a local educational agency want to utilize community facilities outside the regular school structure, is unavailable from state or local funds. Federal funds often fill voids. They pay for the excess costs, or nonformula costs.

Many programs have both equipment and supply costs that exceed the support level provided by our state formula funding base. We have programs with the cost per student running as high as $2,000 per year. These are usually in the trade and technical areas and health occupations areas. The state formula does not provide any-where near that amount of money. It doesn't take very many years before equipment purchased wears out or becomes obsolete. There must be some opportunity provided to keep the classroom shops and laboratories up-to-date with the current trade practices and with the equipment used in industry. Federal funds often fill that void. They provide the means to update the equipment, to pay the high supply costs. And since those costs of maintenance are allowed under the federal Act, then I believe the use of the federal vocational education funds to cover such expenses is wholly appropriate. The question then may arise, what percentage is appropriate? I don't have an ideal percentage on the top of my head. The percentage will vary from district to district at the local educational level, depending on local budget constraints and local needs. One school may need a change-over of equipment and another may need extended teachers' contracts. Another may need new program start-up. It varies from year to year and from district to district.

However, in my opinion, vocational education activities in the State of Washington supported by federal funds have been catalytic. Enrollment has increased from 230,985 in the year 1970–71 to 262,871 in the year 1972–73—an increase of 13.8%. That increase in enrollment was brought about by additional programs being developed with federal dollars. It was brought about by programs in the schools being improved with federal dollars. Improvement is catalytic. Expansion is catalytic.

Vocational education in the State of Washington is still growing. A recent report of our State Advisory Council indicates our agency had set a goal in the State Plan to increase the disadvantaged students enrolled in vocational education from 9,196 in 1973 to 10,014 disadvantaged students enrolled in 1974. Their report shows that we planned an increase of 818, but we had an actual increase of 2,237. We exceeded our goal by almost 300% and federal vocational education funds had a great deal to do with that. We also established a goal to increase the number of handicapped students in all levels of vocational education from 4,444 handicapped students to 4,763 handicapped students—a planned increase of 319. We had an actual increase between 1973 and 1974 of 361. We exceeded our goal for handicapped students in the State of Washington by 18%. Funding project proposals with vocational education money had a lot to do with that. I believe that's what you members of Congress meant by catalytic.

In Washington's community colleges we projected a 1973 estimate in our State Plan of 81,872 persons enrolled in vocational education. We had an actual 1973 community college vocational education enrollment of 100,231. We 128,265 persons in vocational education in community colleges. I think that exceeded our projections in 1974 again with an actual total enrollment of much of that growth is due to wise investments of federal vocational education funds and I believe that those dollars were, indeed, catalytic.

In the common school system of our State, K–12 and our five postsecondary vocational-technical institutes, recent data shows that we exceeded enrollment projections in this system also—119,761 persons were enrolled in 1973 and 122,728 persons were enrolled in 1974. So we are experiencing growth at all levels, in all system, and much of that growth is caused by federal vocational education funds. Even though vocational education funds are used in our State for some of the maintenance things that I commented on previously, vocational education also is catalytic by bringing about growth in vocational education and causing improvements in vocational education. Maintenance may contribute to both of these factors.

FEDERAL FUNDS RETAINED AT THE STATE LEVEL

The second major point that I would like to discuss appears on page 10 of the GAO report. It speaks of large amounts of federal funds being retained at the state level. As I analyze the accompanying narrative, I believe there are purposes. I have to concur that in the State of Washington large amounts are some basic misperceptions about funds retained at the state level and their being retained at the state level. But the GAO report has caused many problems in my State because of misunderstanding some of the facts related to that. For example, I have been criticized over the some 100+ agency personnel assigned to the administration of vocational education. This has been raised by not only members of your committee and staff, but by members of our own assignment of that number of people in our agency, one must understand the State legislative committee members and staff.

To get a true picture of the assignment of that number of people in our agency, one must understand the role and functions of the agency itself. Perhaps the best way for me to approach interpreting this data is to share with you the information I just prepared for the Washington State Senate Ways and Means Committee for fiscal year 1976–77 budget purposes. It explained to them the amount of money that was kept at the state level from Public Law 90–576 sources and the kinds of functions and jobs that it got done in our agency and through our agency. (See Appendix A.)

First, let's deal with the distribution in Washington State Public Law 90–576 funds. If you will look at Appendix A, you will note the percentage flow of distribution for Public Law 90–576 funds in Washington State. The chart shows fiscal year 1975 figures. We anticipate that if federal funding is maintained at the present level of $8.6 million under a continuing resolution, the distribution of these funds in 1976 would be similar.

First, please note that CCOE retains only 12.3% of the federal Public Law 90–576 funds for fixed costs. That covers all the many categories of (1) salaries and wages, (2) personal services contracts for activities such as curriculum development, information gathering, analysis of data, etc., (3) goods and services, (4) travel, (5) equipment, and (6) employee benefits. We include as fixed costs of operating the agency such things as paying the telephone bill, paying the rent, paying the salaries and benefits of the employees.

I previously reported to your committee by letter that 8.9% of Part B money was retained to support some 69 staff members in our agency for salaries and benefits. That figure is still accurate. The difference between that 8.9% and the 12.3% you see displayed are the kinds of costs, in addition to salaries and benefits, that I have just mentioned.

The second category of money retained by CCOE out of Public Law 90–576 accounted for 9.77% of the funds in 1975. It supported what we call the CCOE grant plan and is comprised of funds from all parts of the Act. The grant plan money funds innovative, exemplary, or research projects that have been proposed from all across the State in common schools, colleges and universities, and in community colleges. These are proposals to bring about innovation, improvement, and expansion of vocational education. The grant plan funds disadvantaged and handicapped projects that are innovative. It can pay start-up costs for establishing a new direction. None of the money retained in this category remains with the CCOE. It goes to a grantee who prepared a proposal that was read and approved by a screening committee and then forwarded to me for final approval.

A third category involved 4.15% of the Public Law 90–576 funds received last year. Promotion and development proposals are submitted to our agency by the Program Development units in the office of the State Board for Community College Education and the office of the State Superintendent of Public Instruction. They are plans for in-service teacher training needs in both of those agencies for the year. They are plans for updating curriculum materials for the year. They are plans for operating youth leadership groups for the year, and for supporting ad hoc advisory committees to assist in the development of new programs. These promotion or program development proposals involved, as I said, some 4.15% of Public Law 90–576 dollars available. Yes, that money can be said to be "retained" by CCOE, but I submit that its ultimate use is not for our internal agency purposes.

Box 4 shows something called "Interlocal Agreements". These are contracts with the Superintendent of Public Instruction and the State Board for Community College Education under which we purchase certain information services and supervision services from those agencies. The kinds of services purchased can be seen on the chart labeled "Distribution to State Agencies" (Appendix B) under Interlocal Agreements. Those services include certification of personnel, operational system planning, data gathering, and computer services. To purchase these services we allotted some 4.6% in 1975. Again, that money is "retained" by the state agency but is used to pay for contracts for services rendered. Blocks 1, 2, 3, and 4 are all retained at the state agency level. However, the only area I really consider as fixed administrative costs is block 1. All other money flows into the operation systems sooner or later. For example, activities 5 and 6 are federal dollar grants to local educational agencies. You can plainly see how much money flows to some 309 school districts and how many dollars flow to some 26 community colleges in the State of Washington. That chart provides a better conceptual base of the percentage distribution of funds than the simple counting up of how many dollars are "retained" at the state level. Yes, close to 26% is retained by the CCOE. But, of that 26%, as indicated on this chart, only 12% represents fixed administrative costs. 38% flows to community colleges and 36% flows to common schools. That is the true distribution of Public Law 90–576 funds in our State.

You will find further breakouts on the chart labeled "Distribution to State Agencies". That chart displays the kinds of benefits we expect to receive from investing Public Law 90–576 funds in CCOE, in the other state agencies, and from the local educational agencies.

Now, at this point I would like to go back to block 1 in Appendix A, "CCOE Fixed Costs". I want to give you a clear picture of what we call state administration and what funds are retained for state administration and what services they buy. First, state administration, of course, means the personnel necessary to administer the program of vocational education in the State. (See Appendix D and E.) Appropriate man-years must be available to cover the activities of assessing state-wide needs in vocational education. It takes man-years to prepare a comprehensive, effective State Plan for Vocational Education. People are needed to gather information from the systems for reporting purposes. It takes man-years to establish state-wide standards and to adopt rules and regulations under which vocational education operates. It takes man-years to accomplish the functions of evaluation and auditing. These are some of the fixed costs of administration. Administration means funding proposals and funding grants. It must include evaluating those grants prior to funding. It takes people to do that.

In our agency it takes about 16 professional persons to accomplish the functions I have been describing. We call those real management functions in getting the job done through others.

Now, the second major portion of our State administrative staff provides the program development functions—promotion and development functions. It takes 16 professional persons in the State of Washington to provide consulting and technical assistance services for vocational education in the common school system. These services are in Trade and Industrial Education, Technical Education, Home and Family Life Education, Health Occupations Education, Business and Office Education, Distributive Education, and Agricultural Education. Those professionals work directly with local educational agencies. During 1974–75 they have served 309 school districts. The 16 professionals are supported by a clerical-secretarial staff of 15. A total staff of 31 provides consulting and technical assistance to 309 school districts. We found it efficient to maintain these people at the state level and to use them on a state-wide basis. Services are vitally needed by local educational agencies to develop new curriculum and in the start-up and planning of program activities. Many local educational agencies across the State do not have the expertise to perform such services for themselves. Washington State does not have the numbers of trained leaders in vocational education nor the funds to put a local program specialist for vocational education in every school district. Not at this time and not in the foreseeable future. So, one staff of 31 persons provides state-wide support for 309 school districts. I call these staff persons technical assistance experts, not state administrators. If we did not maintain these functions from the state level, they would either have to be provided in and by each local school district or on an intermediate district or regional basis. There is no question about the need for such services. They are an imperative and the alternative of their not being provided at all is unacceptable. Then there truly would be no catalytic process.

If such functions were to be distributed across the State, the funds would not show as being retained at the state level, I suppose, and perhaps GAO would have reported a lower figure for us. However, they are a legitimate and necessary portion of our 12.3% total. We feel they are valuable and deserve to be maintained at the state level. I believe that a reduction in funding that would result in depriving local educational agencies of these valuable services, leaving them unable to fund comparable expertise locally, would be a serious mistake in priorities.

So, let me summarize by reporting that we anticipate retaining 12.3% of all Public Law 90–576 funds in 1975 for what GAO has characterized as fixed administrative costs. If you compare those funds to the total program it administers—the total of federal and state appropriations, plus local support—those administrative costs are actually managing a $62 million program in the State of Washington. On that basis, the overhead costs are less than 2% of the total. Such a comparison is fair when you recognize that our State Plan does apply to the entire program of vocational education when coupled to our agency's Interlocal Agreements with the common schools and community colleges.

I believe that is a wise investment and I certainly believe it is a reasonable cost for administration of the total program.

If the GAO recommendations were to be implemented, establishing an arbitrary 5% ceiling on state costs for administration under Public Law 90–576, that would require allocating additional state funds to cover such costs. The result would be a shifting of federal funds to the local level and equivalent state funds from the local to the state level. That's just put and take—a trade-off—and I can see no advantage from it. I could not support such a recommendation. In light of the correctly stated information I've just reviewed with you, I hope you will agree that the 12.3% we retained in 1975 for fixed costs is a realistic, defensible amount. I cannot believe that the myriad of services it provided—actually averaging out to 2% of the gross program investment—could be viewed as extravagance or empire building.

RATIO OF STATE SUPPORT FOR PART B

The next portion of concern in the GAO audit involves the ratio of state and local support to the federal, Part B, dollars. It is gratifying to me to be able to report to you that the State of [illegible]ington has 8.5 state and local dollars supporting vocational education [illegible]h federal dollar we receive. A total of $62 million will be invested i[illegible]onal education in our State this year from federal, state and local sour[illegible]

State and local monies are not [illegible]ming any easier to obtain in the face of some declining economic conditions. Our State is, as you may have been learning, a little better off than some in overall employment and earnings. However, local bond issues and local tax levies have been failing more frequently in recent years. That system of support may be incapable of providing a reliable source of support in the future and a funding base that provides equity among all school districts in inescapable as a future need. I am not certain that we can continue to raise state dollars in the same proportion as presently exists to federal dollars. At this time, I am sure we can not raise our budget 8.5 dollars for every anticipated increase of one federal dollar. And, I don't believe we should be expected to do so. We are and have been making a very adequate state and local contribution to vocational education in Washington State. To accomplish the purposes of the Vocational Education Act and to fully meet the vocational education needs of all of our citizens, we need full federal funding of the Act—no rescisions, no hold-backs. Those are the truly catalytic dollars, bringing about expansion and improvement in vocational education.

Summarizing this particular GAO observation, I certainly do not concur with any finding or conclusion with regard to our State which infers that we have not been carrying more than our fair share of the burden.

DISADVANTAGED AND HANDICAPPED

"Persons with special needs have not been given a high priority", states GAO on page 15. There is a firm commitment of my administration and it is the intent the Superintendent of Public Instruction and State Board for Community College Education to bring about a larger number of enrollments in regular vocational education programs for disadvantaged and handicapped people. We have established state-wide goals to accomplish this in our State Plan each year. We reported in fiscal year 1974 that the actual number of handicapped persons served in regular vocational education in the common schools was 1,564 students; in vocational-technical institutes, 1,192 students; and in community colleges, 3,801 students. A total of 6,557 handicapped students were served in vocational education programs in the schools of the State of Washington. That exceeded the planned increase in handicapped enrollment in Washington State. We more than accomplished our goals.

As I previously stated, federal vocational education funds set aside to serve the handicapped and disadvantaged contributed a great deal to the growth of vocational education opportunities for these people in the past 10 years. It is our practice to set aside federal funds at the 15% and 10% levels requirements for disadvantaged and handicapped. However, from 1973 data, Project Baseline reported that our expenditure of federal dollars to serve the disadvantaged actually amounted to 18.82% and to serve the handicapped 10%. We actually spend more money, but it is not reported under VEA categories. State funds support many activities related to educational services for the handicapped and disadvantaged, but these are not reported under regular vocational programs. The picture portrayed by the GAO audit has painted-in only the services that were provided through vocational education programs. That fails to convey all of the facts. It does, however, serve to illustrate one of the many reporting problems. To provide the Congress and the Administration with more reliable perceptions, I believe we are going to have to devise many improvements in the present data collection base which will account for funds applied to vocational education purposes from outside as well as inside the Vocational Education Act.

The principal thing I'd like you to recognize here is that the setasides for disadvantaged and handicapped persons have, indeed, had a significant impact on meeting the needs of those persons. I believe that impact will continue to grow, perhaps augmented greatly by the kinds of special projects existing in our State that are outside of the regular school systems. We have special projects for disadvantaged persons contracted through Indian reservations and with other minority groups with special needs. We have contracted through the systems to meet the needs of persons with severely handicapping conditions who might otherwise have remained without attention.

Yes, I believe we are doing a good job in trying to increase the enrollments in vocational programs for disadvantaged and handicapped persons in Washington State. I believe the thrust of federal legislation should be supportive of our efforts, allowing us to continue doing a good job.

FACILITY SHARING

Chapter 5 of the GAO report deals with how we are utilizing available training resources and concentrates primarily on facility sharing. I concur with the GAO assertion that we are going to have to look at a greater utilization of facility sharing in the future. We are going to have to look to the community—including business, industry, and military bases—so that we can provide adequate vocational education at optimum costs. I believe we have long passed the time when vocational education can afford to provide internal facilities for all programs that it needs. I don't believe the taxpayers can afford the kind of expansion we must have in vocational education. Therefore, I concur with the GAO report's observations that we must move toward exploring fuller utilization of business, industry, and military resources to provide training experience and training opportunities for vocational education.

Even though I acknowledge that need, I would like to call your attention to the fact that Part G of the Act under Cooperative Education has allowed us to expand the number of persons we now train in community resources. Such expansion really began in 1968, but has grown rapidly in the last few years. Part G appropriations have not been increased proportionately to those activities in our State. However, we are exceeding our goals and are continuing to push toward more cooperative vocational education using resources within the community. Project Baseline reports that we increased this category from 3.64% of all persons enrolled in vocational education in 1970–71 to 4.96% of all persons enrolled in 1972–73. That still is far short of the total number needed, but it is growth—and growth that we are proud of. However, in the future, certainly we are going to have to look toward community facilities to permit expansion of vocational education on an orderly base and on a base we can afford. In that respect I concur with the GAO on facility sharing. My recommendation to the Congress, however, is to provide us full VEA funding that will allow us this expansion.

PLANNING

The last major area of the audit report I would like to speak to is planning, with just a few additional comments directed to placement, follow-up, and forecasting. The planning process recommendations advanced in the GAO document under the title, "How Is Vocational Education Planned?", raises some mighty big issues. It is alleged that state plans are primarily only compliance documents and not a really comprehensive state plan. The report asserts that state agencies do not cooperate with each other in preparing these plans and that manpower data is frequently not merged with vocational education planning. There are serious condemnations of the planning process for vocational education. In part, I must agree with them. I believe that it is possible to redirect our attention to long-range planning. However, it must also be recognized that such efforts cannot be supported with a concurrent concept to reduce federal funds being retained at the state level for administration. That is a collision course. Really effective planning takes manpower. It requires additional resources to accomplish. It is tedious, demanding, hard work. No way possible are you going to get better planning from less funding.

To help make effective planning possible, a new system of needs assessment must be put in place in each and every state. We are in the process of doing that now in our State and hope to have it fully operational by next year. We have devised a better way of establishing goals and objectives for future planning. We recognize the need to redirect our planning effort at the long-range rather than the short-range since planning for five years ahead may actually be much more important than just devising strategies to spend federal dollars in the next fiscal year. I must concur with the GAO observation that too much effort in manpower resources and dollars is frequently spent on short-range planning activity. We become myopic in complying with federal regulations and identifying only what activities we will accomplish next year with the available dollars from the federal level. Furthermore, that kind of planning is difficult, or perhaps not planning at all, when it is limited to only dollar resources. Real planning doesn't only accept the constraints of dollars. It projects goals and objectives that should be accomplished on a longe-range. Then when dollars become available, such a planning process should allow us to chip away at our long-term goals. I think we can and must improve our planning process. To do so will require additional federal resources. Make no mistake about that. It will take new state and federal personnel involved in planning to realize and accept that real planning is long-range planning. Short-range, operational planning must exist, but needs to be the outgrowth of effective long-range planning. We can improve state planning of vocational education. In our State we are currently commiting considerable resources to a management improvement process that will bring about many improvements. If it is our belief that our planning process does not coincide with needs of the federal compliance documents, then we will produce two plans—a real long-range plan for the State of Washington and a compliance document for the feds.

In all fairness, criticism of the feds regarding the planning process may be unreasonable also when you consider that the number of man-years provided for vocational education at the federal level has been decreasing. How can the states expect them to provide us with leadership when their resources are shrinking? There seems to be a real dilemma in a situation where Congress recommends that the federal office provide more services for us, but establishes a long-term goal for the agency of diminishing manpower. Services take manpower, no less at the federal level than at the state level. You of the Congress will have to address that problem also. I don't want the bureaucracy to grow unnecessarily any more than you do, but if anyone expects to buy services, there must be resources available with which to purchase them.

MEASURING OUTCOMES AND FORECASTING

Just a few comments on measuring outcomes and forecasting for vocational education. I believe our State has made as good progress toward attacking the problem of measuring vocational education outcomes and forecasting manpower needs as any state in the country. Perhaps, if I can be immodest, we are even ahead. We have a forecasting system that projects job openings related to the outputs of the vocational education systems. It accounts for both the public and the prviate sectors. No new vocational program can start in the community college system unless the Washington forecast indicates a growth potential for that occupation. We are trying to assure that people graduating from programs will have a realistic chance at a job. Yes, we have some fences to mend. We still have some programs that ar producing more graduates than jobs are available for. We have more work to do to assure that no new programs start in these areas or that surplus programs are disapproved. I am certain that our forecast and control model will help to put that into perspective.

On the other hand, I don't think we should fall into the trap of believing that all outcomes of vocational education relate only to job placement. From a recent study done by the Washington State Advisory Council on Vocational Education, we know there are at least nine major areas of satisfaction that can result from vocational education experiences. In the eyes of students, the public, and parents, all nine of these areas are important. They include not only job placement but, of equal importance, the transition to advanced training. Also, those surveyed valued an outcome of a decision not to enter an occupation but instead to shift to another occupational choice. There are other examples contained in this document. It is presently being printed and as soon as copies are available, I will forward one to each of the Committee members and to your staff. The point is well made in this Advisory Council study that vocational education successes should not be measured only by job placement. That is despite the finding that in Washington State 10,370 people completed vocational programs and were available for placement during 1972–73. Of those, 93.3% were employed. This would seem to indicate that people who complete vocational programs and want to go to work can. Many others choose to enter advanced training in specific occupational areas and most who wish to, succeed in these. Vocational education prepares people for the manpower market needs of the United States and I am convinced that the Congress is getting more of a bang for the buck than it realizes from the Vocational Education Act. Let me close with a couple of illustrations of that gathered from data we have reported to the U.S. Office and that was published by Project Baseline.

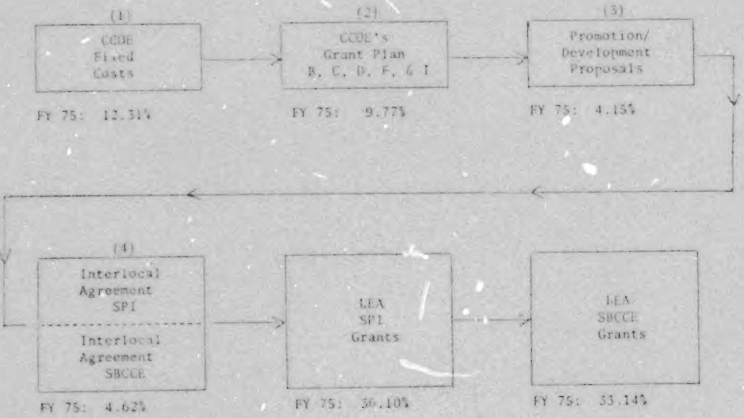
The total monies expended in the State of Washington for vocational education, MDTA, and EOA during 1972–73 was $20.5 million. Of this amount, vocational education received 35.7%, or $7.3 million. The allocations for MDTA were 42.2% of the total—approximately $8.6 million. The amount allocated to EOA for training job entrants was 22.1% of the total amount, or about $4.5 million.

It should interest you to know what results were obtained from those investments. In our State in that period, we enrolled 266,243 persons in all federally reported programs. In vocational education programs, we enrolled 262,871 persons—98.73% of the total enrollees. That means that nearly 99% of the persons being prepared for work in our State in that period were being served in programs that received only 35% of the funds flowing into the State in the same period. I believe that is cost-effectiveness that well justifies the administrative budgeting that brought it about. It is a good record and one that I am willing—even proud—to stand on.

Thank you for hearing me out. I will be happy to respond to your questions.

APPENDIX A

Distribution of PL 93-576


(1)
CCOE
Fixed
Costs
FY 75: 12.31%
(2)
CCOE's
Grant Plan
B, C, D, F, & I
FY 75: 9.77%
(3)
Promotion/
Development
Proposals
FY 75: 4.15%
(4)
Interlocal
Agreement
SPI
Interlocal
Agreement
SBCCE
FY 75: 4.62%
LEA
SPI
Grants
FY 75: 36.10%
LEA
SBCCE
Grants
FY 75: 33.14%

RECAP

	FY 75	FY 76
CCOE	26.23%	31.91%--4.77% to be allocated to SPI/SBCCE
SBCCE	38.13%	34.98%
SPI	35.73%	33.11%

All of the above is based upon the September funding level of $8,602,799

DISTRIBUTION TO STATE AGENCIES

APPENDIX "B"

PL 90-576 FUNDS

CCOE		INTERLOCAL AGREEMENT		GRANTS TO LEA'S	
SERVICES Salaries & Costs	SPECIAL GRANTS	SPI PROGRAM DEVELOPMENT SERVICES Salaries and Costs	SBCCE PROGRAM DEVELOPMENT SERVICES Salaries and Costs	SPI 52%	SBCCE 48%
Consumer Services* · Curriculum Mgmt. & related functions · Professional personnel development and placement · Curriculum Develop. approach & other local agency cur. · [illegible] Conference · Guidance & Counseling · Career Education · Needs Assessing · State Plan development · Statewide program assessment and evaluation · Federal reporting · Research Services · Communications Services · [illegible] services as required Preparation and publication of Materials Personal Services Contracts Administrative Services · Info/Data Gathering · Fiscal/Personnel Services · Related Management Services	To State Agencies Part B · Promotion and development proposals · Unanticipated contingencies Part C · Research Part D · Exemplary Innovative To LEA's Part C · Research Part D · Exemplary-Innovative To Four-Year Colleges Part B Part C · Research Part D · Exemplary-Innovative Part F · Consumer and Home-making To Other Parts B, C, & D	Program Planning Services Program Selection/Approval/Eval. Services Resource Allocation Services Promotion Services Curriculum Development Services Inservice Teacher Education Services Student Leadership Services Supervision Services Consultative Services Information/Data Gathering Services Reporting Services Personnel/Employment Services Certification Services Personal Service Contracts	Program Planning Services Program Selection/Approval/Eval. Services Resource Allocation Services Promotion Services Curriculum Development Services Inservice Teacher Education Services Student Leadership Services Supervision Services Consultative Services Information/Data Gathering Services Reporting Services Personnel/Employment Services Administrative Service Personnel Standards Personal Service Contracts	Part B Regular Program * Voc. Instruction under contract * Guidance and Counseling * Administration and Supervision * Evaluation * Personnel Development * Curriculum Development 4a-Disadvantaged 4b-Handicapped **Part A 102b-Disadvantaged Part F--Consumer Home-making **Part G--Cooperative **Part H--Work Study	Part B Regular Program * Voc. Instruction under contract * Guidance and Counseling * Administration and Supervision * Evaluation * Personnel Development * Curriculum Development 4a-Disadvantaged 4b-Handicapped **Part A 102b-Disadvantaged Part F--Consumer Home-making **Part G--Cooperative **Part H--Work Study

* Consumer, for these purposes, are other state vocational agencies, LEA's, and local vocational personnel desiring information or service of a general nature not normally provided within the more limited universe of SPI or SBCCE.

* Also applicable to Parts F and G.

** All Funds from these categorical sources are allocated for grants to LEA's.

Appendix C

Air Mail—Special Delivery

Dr. William F. Pierce,
Vienna, Va.

Dear Bill: I have completed my review of the GAO performance audit on the impact of Part B vocational dollars. I have concentrated during this review on being as objective as possible with two primary thrusts in mind: (1) where are there factual inaccuracies, and (2) where are there fallacious assumptions. While looking for these two primary thrusts, I also accept those things that are true and justifiable criticism recognizably needing our consideration for change.

(1) Related to the accuracy of this report, I must first question the knowledge base of the investigators. The report was intended to deal with *Part B* funds. Page 83 relates the enrollment in home economics programs to the labor market, pointing out that 33% of the enrollment in secondary programs was in home economics. In our State we do not support useful home economics with Part B dollars. The bulk of our federal dollar thrust in home economics is with Part F funds. Throughout the report they speak of total federal dollars. This projects an inaccurate picture of Part B.

(2) *State Level has consumed large amounts of federal funds.* Particular references have been made to Washington (paragraph 3, page 19) pointing out that we use 28% of Part B dollars to support state administration fixed costs—specifically, to support 100 staff members. The inference has been made that this is 100 professional staff members. I would like to present the facts:

FEDERAL PART B FUNDS EXPRESSED IN DOLLARS AND PERCENTAGE OF TOTAL PART B FOR FIXED ADMINISTRATIVE COSTS BY C COE

	Federal dollars part B	Percentage of total part (percent) B dollars
1973	$264, 229	12.3
1974	$607, 867	8.9

The balance of dollars retained at the state level flow to local education agencies in the form of contracts and special project grants, including Parts C, D, F, etc.

SUMMARY OF STATE C.C.O.E. STAFF SALARIES AND BENEFITS—FISCAL 1974

Regular vocational education program:	
Professionals	31
Median	5
Clerical	33
Man/year total	69

Salaries and benefits=$1,099,513; 48% ($522,979) from P.L. 90-576 funds and 52% ($576,534) from state funds.

Fire service training program:	
Professionals	2
Clerical	3
Full-time staff	5
Man-years part-time trainers	4
Man/year total	9

Salaries and benefits=$173,229; 100% state funds—No P.L. 90-576 funds.

Veterans Administration contract:	
Professionals	4
Clerical	2
Man/year total	6

Salaries and benefits=$100,000; 100% V.A. funds—No P.L. 90–576 funds.

MDTA/CETA program:

Professionals	6
Median	1
Clerical	6
Man/year total	13

Salaries and benefits=$190,000; 100% from MDTA funds—No P.L. 90–576 funds.

EPDA grant program:

Professionals	2
Clerical	1
Man/year total	3

Salaries and benefits=$51,753; 100% EPDA funds—No P.L. 90–576 funds.

Of 101 man years in the agency, only 69 are funded in some manner from P. L. 90–576 funds (does not include EPDA grants). Of the salary and benefit costs of that 69, only 48% of the costs are paid from P. L. 90–576 funds, or P. L. 90–576 covers the full costs of only 33 man/years.

VEA funds do not play a catalytic role. I do not concur with this finding. The federal law allows the use of Part B dollars for maintenance, expansion and improvement of programs. All these efforts can prove to be catalytic in meeting people's needs for vocational education. Apparently GAO is using a restrictive definition of catalytic. Not all programs can be new every year. Enrollment growth has occurred. Existing programs have improved and changed. I consider this catalytic. I believe our greatest immediate impact could be improvement of existing programs rather than expansion. The bottom on page 17 refers to Washington State. This should be viewed as a positive State effort to appropriately use federal dollars.

Disadvantaged and Handicapped enrollment declined relative to total enrollment from fiscal 1971 to fiscal year 1973. In Washington State we had the following Disadvantaged enrollment:

1971 = 3% of total
1972 = 4% of total
1973 = 7% of total

However, I believe we have some major reporting problems related to special category enrollments. I recommend we pursue improved reporting procedures. Many of the inaccuracies in this report could be eliminated by sophisticated reporting procedures. Are we willing to pay the bill for such procedures is an issue also.

Many of the other areas of this report could be argued from a single state or philosophical base. However, many real problems have been identified and we must deal with them.

I do not understand how we can be condemned for not making better use of excess/surplus property without recalling the fact that those programs are not presently available to the vocational education enterprise. In Washington State the evidence supports we used these resources extensively when they were available.

I am particularly disturbed by the total negative attitude of this report. The team that reviewed the State of Washington findings with my staff indicated both positive and negative findings would be reported. I understood all the facts would be presented in the report. Therefore, I can only arrive at the professional conclusion that this report is incomplete. It tells only part of the story.

Sincerely,

ARTHUR A. BINNIE,
State Director and Executive Officer.

APPENDIX D

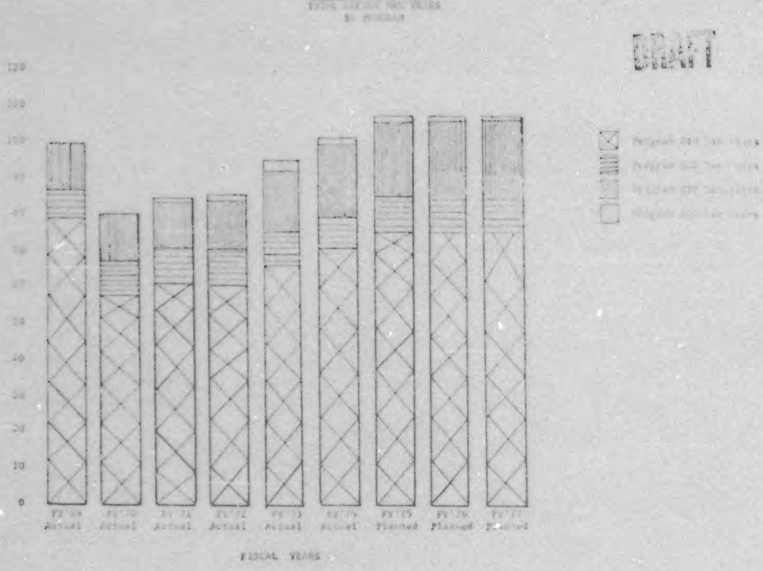
AGENCY MAN YEARS BY FISCAL YEAR AND PROGRAM

	FY '69 ACTUAL	FY '70 ACTUAL	FY '71 ACTUAL	FY '72 ACTUAL	FY '73 ACTUAL	FY '74 ACTUAL	FY '75 PLANNED	FY '76 PLANNED	FY '77 PLANNE
PROGRAM 010 MAN YEARS (Reassigned Program Development Staff)	78.6	58.1	61.58	60.9	66.6	71.2	75.6 (31.0)	75.6 (31.0)	75.6 (31.0)
PROGRAM 020 MAN YEARS	7.8	9.4	9.3	8.9	9.2	8.2	9.2	10.2	10.2
PROGRAM 050 MAN YEARS (MDTA/CETA) (Veterans Approval) (Corrections Clearinghouse)	12.4 (10.4) (2.0)	13 0 (10 5) (2.5)	12.2 (9.2) (3.0)	13.5 (8.7) (4.8)	16.7 (11.7) (5.0)	20.3 (12.3) (5.8) (2.2)	21.1 (14.0) (6.0) (1.1)	22.0 (16.0) (6.0)	22.0 (16.0) (6.0)
PROGRAM 060 MAN YEARS	.....	.....	1.0	1.8	2.0	1.6	1.8	2.0	2.0
TOTAL AGENCY MAN YEARS	98.8	80.5	84.08	85.1	94.5	101.3	107.7[1]	109.8	109.8

FOOTNOTE: (1) Figure includes 31 man years associated with Program Development staff reassigned to SPI.

* 1 increase for FST) – Based on federal funds and special project funding.
* 1 increase for CETA for Correction)

APPENDIX E



PREPARED STATEMENT OF KENNETH OWEN, SUPERINTENDENT OF VOCATIONAL EDUCATION, OLYMPIA, WASH.

On behalf of our State Superintendent of Public Instruction, Dr. Frank B. Brouillet, I would like to extend our appreciation for being given this opportunity to provide a response to the General Accounting Office audit of federally supported vocational education programs.

The Common School System of the State of Washington has a strong commitment to vocational education; and since his election, Dr. Brouillet has both reinforced and expanded that commitment. This has been accomplished in a variety of ways including a significant reorganizational realignment in the state agency itself.

There has been considerable public comment regarding the GAO's findings and much of it appears to be of a rather negative nature. What appear to be errors, oversights, or misstatements have been referred to on several recent occasions.

It is not the intent of our agency to respond to the audit by going through it point by point and attempting through some means to prove or disprove each comment or criticism. This appears to have been amply accomplished by other responses and our repetition of this information will not assist us in accomplishing what needs to be done. Certainly we can cite examples of local school district programs that are doing an exemplary job in providing vocational education in precisely the fashion the report commends. As a matter of fact, the programs referred to on Pages 78 and 79 of the report sound very familiar to those of us associated with the Common School System of Washington State. We appreciate this recognition of some of our local school districts' effective programs of vocational education.

Rather than extend the defensive posture regarding the audit, we prefer to provide the committee with some general reactions to the total effort.

The intent of these several reactions is to determine whether or not it is possible to secure some positive benefit for vocational education from the activities and investment of time and concern provided by the professional team approach given by the General Accounting Office.

Reaction 1.—One major thrust of the report appears to us to be solidly in the direction of encouraging and providing more high quality vocational education. If we move from the present 5 to 1 matching ratio of federal/state resources to a higher level of, say, 7 or 8 to one nationally, we can't help but end up providing an expanded vocational education opportunity to our population. We are being challenged to use our federal resources in a fashion that will generate a higher ratio of state and local support. This proposed thrust comes at a time when most other areas of educational activity are calling on the federal government to supply a higher ratio of federal money than has been the case in the past. This certainly presents a challenge to the vocational educators of our states and one we should be actively pursuing. However, Washington State is currently matching at closer to an eight to one ratio. This certainly indicates that federal vocational funds have, indeed, already had a catalytic effect in our state. Our Legislature is currently faced with the offer of Federal Highway Funds and no available state matching resources.

Reaction 2.—The report appears to strongly support the need for federal vocational assistance to go to the states with conditions attached. We believe that vocational educators are basically comfortable with this stipulation. Vocational education support should be expended for vocational education purposes and strong safeguards must exist to protect the integrity of the funding process. The constant critical nature of funding needs throughout all of the education programs understandably creates considerable pressure at the state and local levels. We agree with the GAO that categorical legislation and funding is essential.

Reaction 3.—We are in agreement with the report's concerns that relate to the need for improvement in the areas of planning and program evaluation. Our state has a need certainly to improve its efforts in these areas. The report seems to these concerns back to the U.S. Office of Education; and this thrust is compatible with our efforts over the years to fight for additional responsibility and strength for vocational education in the USOE. As recently as this last AVA Convention December, a resolution urging creation of a Federal Board for Vocational Education was adopted.

Reaction 4.—The report lists major areas for emphasis and positive action by vocational programs: (1) Adequate needs assessment; (2) Realistic training—flexible scheduling; (3) Appropriate evaluation; and (4) Utilization of advisory committee. These and other basic tenets of sound vocational education appear throughout the report. It may well be that this is, indeed, a timely reminder that we in vocational education may have been broadening our effort in the last several years to the extent that we are indeed not accomplishing our basic purposes as effectively as possible. Many of us have observed with concern the gradual broadening of the federal definition of vocational education to the point where we may well be attempting to be all things to all people and, thereby, not delivering the quality services we know can be provided by reasonable and timely adherence to the "basics."

Our agency, with its close and direct relationship with local programs, would also like to take this opportunity to relate two reactions to the GAO report from local centers in our state.

The first of these is somewhat negative in nature and certainly illustrates the validity of GAO's references to the coordinative difficulties existing between vocational education and CETA (MDTA) activities. Quoted here is a memorandum from a local school district administrator recounting his experiences on this subject:

"The present utilization of Comprehensive Employment Training Act—Title I—monies in King County Washington underscores the need for coordination among the various systems delivering job training. A federally supported skills center has been superimposed on existing secondary schools, vocational-technical institutes, community colleges, joint apprenticeship programs, proprietary schools and industrial training. No real measure of warranted vs. unwarranted duplication is readily apparent due to the lack of communication and, hence, coordination.

"The pleas for cooperation from the vocational-technical institutes have seemingly gone unheeded. Those please have asked that planned training be publicly announced, that proposals to conduct said training be accepted from all interested agencies, and that bids be awarded openly on the basis of pre-announced criteria such as cost efficiency and program effectiveness as measured by placement statistics. Instead, the consortium (local prime sponsor) simply presents substantial support dollars to the skills centers, seemingly ignoring existing programs and already available support from federal and state vocational funds. Thus, it appears that we are in the process of creating yet another system without taking the basic steps to assure that such a system is needed in form in which it is being developed."

The other local reaction is of a more positive vein and also is directly related to the kind of recommendations put forth by GAO:

In response to "what is the role of federal assistance on vocational education" report; in the first part of the digest, italic three, top of the page, it states, "In many instances, secondary schools, community colleges, and area vocational technical institutes could have made better use of their own facilities and explored opportunities to share each others' resources and those of federally-supported manpower programs, military installations, proprietary schools, or employer sites."

I would like to call to your attention that the Lake Washington School District, the Washington State National Guard, and the City of Redmond have signed an inter-local agreement for the use of the NIKE Site (which includes three separate sites) for the purpose of vocational education primarily, but also for use by the National Guard and the City of Redmond Parks and Recreation Department. We are planning to work in cooperation with them on many of the community service types of classes and are working with the National Guard on assisting them in their training programs related to their maintenance unit.

Following is a quote from Senator Jackson in a news release on November 12, 1974: "Jackson said he had been working closely with the Lake Washington School District which wants to use the property as the site for a regional vocational technical training center. 'We have been successful in working out an agreement reducing the amount of land needed by the National Guard and joint use of the buildings for vocational education during the week and National Guard training on week-ends,' Jackson said."

"Use of this NIKE Site for a major job training school will allow us to provide skills to those unable to attend college or unable to enter the labor force due to lack of skills,' he said. 'This school means training, and training means jobs and income and important improvement in vocational education for Washington State,' Jackson concluded."

I would also like to stress that Congressman Lloyd Meeds and Senator Warren G. Magnuson have been working on this with Senator Jackson.

Additionally, as far as using other facilities and various agencies working together, I would also like to point out that we are contracting with private vocational schools and industry in two areas—Cosmetology and Key Punch Training. The Key Punch Training is with Safecom which is affiliated with Safeco Insurance Company.

The entire system of public education needs to forge a strong structure and one of its major components must be vocational education programs of the highest caliber. Hopefully, the current report will assist us in achieving improvements that will bring about an effective accomplishment of this objective.

[Whereupon, a recess was taken from 12:30 p.m. to 12:55 p.m.]

AFTERNOON SESSION

Chairman PERKINS. The other gentleman from the State of Washington, the assistant director, may want to make a few comments.

STATEMENT OF KENNETH L. OWEN, SUPERINTENDENT OF EDUCATION, OLYMPIA, WASH.

Mr. OWENS. Thank you, Mr. Perkins.

I appreciate the opportunity I have this day representing the State superintendent, Dr. Frank Brouillet, I would like, if I may, to spend a little time referring to the "Handicapped" portion of the audit as they mentioned and the kinds of students.

The General Accounting Office implied the States do not spend 15 and 10 percent set-aside respectively for the disadvantaged and and the handicapped youths. Yet, when the Office of Education gave the full details, only a few States, and I think it is less than 15, missed that mark and that was generally under $5,000 per State.

A more positive statement could well have been made by indicating the large number of special students not on the welfare lines today, because of individualized and personalized vocational programs of yesterday.

The fact that a performance audit was conducted by experts in accounting and not experts in vocational education or those trained to work with specialized students leaves something to be desired, in my honest opinion.

I had hoped that there would be some real constructive assistance for the good of youth as a result of this part of the audit. People with special needs are not given a high priority, is another comment in the report.

I ask: What kind of priorities should they have? What kind of priorities should the average student have when these probably number 75 percent or more? Is one more important than the other?

The fact remains that all students are not adequately served but some are. Usually, those areas having sufficient facilities, also have sufficient students, and also have programs to match that.

Unfortunately, those areas that do not have facilities oft-times die on the vine in the student's wisdom.

The charge of using Federal dollars to maintain or continue the disadvantaged and handicapped programs is not well taken in the State of Washington.

One of the questions which school districts must answer in our State before funds are given to them even for the first time on a project or grant basis, "What are your plans for funding when the Federal vocational funds are depleted?"

I am speaking primarily in grades nine to 12 in the tech institutes, but that is one of the questions they are asked.

State advisory committees were asked to visit at the request of the National Advisory Committee a few programs in the State of Washington, in grades nine to 12, the tech institutes and community colleges.

This report has not yet been published, nor have I seen it. However. I talked to several of the local vocational directors as well as some of the actual advisory committee members and they reported to me much enthusiasm over some of the things they saw.

By the way, the choice of the projects that they visited was theirs, not ours. We did help to make the contact.

In the State of Washington, there are roughly 128,000 college students, community college students enrolled in vocational education.

In addition there are roughly 150,000 students in grades nine to 12 in the tech institutes.

Vocational activities for the handicapped and disadvantaged have been catalytic, in my opinion, in the State of Washington.

Let me cite an example as to why I feel that way.

Prior to 1963 special education students were either cared for without mention or no one made any attempt to identify them where they were just forgotten.

It seemed like it was an unknown. Therefore, the initial start in 1963 was really from zero and today, 11,523 students, disadvantaged students, were served in the State of Washington last year.

I submit it is catholic and also responsive.

Handicapped education follows the same increase from near zero to roughly 4,800 students in the same categories.

I also submit to you handicapped education is nearly twice the additional expense when compared to the disadvantaged on a per-student basis.

Some of the programs that I am familiar with in the State of Washington for 1974, several statewide projects for the disadvantaged students were conducted and this cost the State about $100,000, most of which were Federal vocational funds.

In the Seattle Opportunities Industrialization Center, charged with the job of developing competency based instructional materials in vocational fields such as welding, pipe-fitting, clerical skills and health education, and two more of the Opportunity Industrial Centers, one in Yakima and one in Spokane, were contracted to do school drop-out programs where the primary purpose was to get the students to return or to enter schools and in most instances they were successful in getting them to reenter their high schools or trade school or vocational school of some sort. They are not successful in 100 percent of them.

A third important phase on a statewide basis was to develop some curricular materials in home economics schools for the developmentally disabled as well as the handicapped students.

This is a field that seems to be almost untouched as to "what do you do, how do you go about handling vocational education for the disabled, and mentally retarded in vocational education?"

I have only one copy of this bulletin with me and if it is the wish of the committee I will see you get it.

What it amounts to is a summarization of the vocational education categorical funds in the State of Washington.

In those categories, of course, are disadvantaged and handicapped, to which I would like to speak for a moment.

Last year 47 out of roughly 306, and you narrow it down to school districts with vocational education, it is 227; 47 local school districts conducted special handicapped programs ranging from one student all the way up to 60 students with a total of over 1,900.

The year prior to that there were 1537 students involved for tech institutes and community colleges and statewide projects without adults, it brings the total up to 4,805. That is 4,805 that were not accounted for prior to 1963.

In the same booklet, 75 school districts conducted special disadvantaged programs ranging from the student up to 415 students in our secondary programs to total over 6,000.

When you add the Vocational Tech Institute and statewide projects it totals 11,523.

Our State is one that Representative Meeds is well aware of that does in fact support handicapped education, although we call it equal education for all, sometimes nicknamed House Bill 90.

Many programs start in vocational education for handicapped children and the second, third, and fourth, and continuing years it is a combination of funds or may even be completely taken over by special education in the State of Washington.

So it is a catalyst in that effect, in my opinion. Personally at the State office, as well as the local offices, working together to form what we call a marriage. This marriage is intended to aid individualized students to do one of two things:

One is to ready the students disadvantaged enough to allow him success in a vocational program already in progress. That goal is not always reached but it is one of the things we shoot for.

The second is to provide sufficient skills for job success. Vocational rehabilitation is also a contributor to a few of these successes at the local level.

Vocational education can do its best job with students who have progressed and are ready for vocational skills. It cannot do everything for everyone including some of our specialized students.

Interdistrict cooperation to better handle the special student is becoming more common in Washington State.

At least 38 interdistrict co-ops have been formed representing 215 school districts. These operational districts have many benefits.

One of the benefits is specialized programs, sometimes for the specialized students, but most of the time to provide the additional assistance that is needed to help that specialized student progress at a normal rate.

Part D non-earmarked money that is put with this in Federal funds aided in funding the vocational director's salaries because we know without leadership nothing happens.

More often than not, special education people and vocational education people pool their abilities to work toward the good of special students.

It takes time to make changes and changes for the good with special students is happening.

It is difficult to properly evaluate when only two districts out of roughly 300 in Washington were audited. In fact, one of the better projects for the handicapped is in Seattle, which the GAO apparently missed. It is called Meet the Needs.

It is a marriage of special education and vocational education teaming up with Folway Manufacturing Co. where handicapped people are trained and given jobs making such things as wire strainers, plastic handle forks and spoons for barbecuing, and so on.

They added on to their plant this year 40,000 square feet because they are pleased with what they see and what is happening. They have even considered and are presently apparently planning to modify the home plant in Minneapolis to do something along the same lines.

Twenty-five percent of my job description is to work with categorical funds under Public Law 90-576 in the program. I doubt seriously the State administration cost is too high. However, at the same time I must add my monitoring could be increased, but then so would the cost for administering these increases.

We depend a great deal upon local directors to do monitoring and to assist us. They are the vocational education experts and when they came up with vocational education experts in special education, we think we have the time.

We agree that more planning should be done.

I thank you for the opportunity to present these points.

Chairman PERKINS. Thank you very much.

I am going to call on Mr. Meeds first.

Go ahead, Lloyd.

Mr. MEEDS. Thank you, Mr. Chairman.

I have some questions of Mr. Binnie primarily.

The GAO report indicates that Washington State was one of the highest, if not the highest State, in administrative costs.

Would you like to enlighten us on what that might indicate?

Mr. BINNIE. I would like to do that, Mr. Meeds. In the testimony I prepared, I put quite an emphasis on that, because we in the State of Washington have heard a lot about that, not only from Washington, D.C., but from our own legislature.

They have been asking a number of questions from the data that has come out. I have included in appendix A a graph that I used just last week with our Ways and Means Committee to explain the agency funds, excuse me, the Federal funds from Public Law 90–576 maintained at the State level.

It is my contention that when GAO made the statement and quoted the dollars kept for what they called State administration ancillary services, one needs to have definitions for both of those and that by the definitions you then determine whether the services are necessarily to be maintained at the State level.

In 1975, we retained out of Public Law 90–576 funds, and that is all parts, not just part B, 12.31 percent for what we call CCOE fixed administrative costs.

That is salaries, benefits, travel, goods and services, supplies, equipment, et cetera, paying the rent, paying the telephone bill, and paying the people that is fixed costs, what we call fixed costs.

Now, also, that supports for regular vocational education 69 man-years in our agency, 31 of those man-years being professional man-years.

If you look at the back of my testimony you will find a man-year chart, appendix D is in numbers and appendix E is in graph form.

It projects that in fiscal 1975 we had 75.6 man-years but 6.6 of those were by proposal. They were to run the curriculum management center and communications grant, which were special proposal grants from HEW.

Sixty-nine of those 75, which are portrayed in the chart appendix D, were man-years to run the regular vocational education program. That is the crosshatched section at the bottom.

You will notice this level is lower than in 1969 and is projected out over the next biennium as maintaining that level.

Thirty-one of those are actively involved as professionals in vocational education. Of these 31, 16 professionals are assigned to what we call Program Development.

They are specialists in home and family life education, trade and industry education, health occupations, et cetera.

Those specialists served 309 school districts last year in providing service, technical assistance in developing new and emerging programs and in improving programs at the local school district level.

They are not what we call administrators. They are leadership services that serve 309 school districts. We don't have 309 vocational directors in those school districts and don't have high level personnel to go around the 309 districts to help develop I guess what you would call catalytic program improvement.

So we think that the staff of 16 professionals and support staff of 15 clerical is an important leadership role in our State.

If you take those 16 off that means we keep 15 professionals who really do administration of the Vocational Education Act and we call that Needs Assessment, preparing State plan in both administrative sections for rules and regulations and the planning for the future.

Also, then evaluation and reporting to meet the Federal requirements, statistical and narrative reports.

So approximately 15 professionals are necessary in our State to do what I call administration under the definition. We don't think that is unreconcilable.

I would like you to go back to appendix A and show you maintenance at the State level was also 9.77 percent of the funds for which what we call CCOE's grant plan.

This is all parts of the act. All of that money goes out in proposals to do innovative exemplary or improvement projects. It goes to local school districts and colleges and universities on a proposal base.

We retain in our budget and get proposals in. They are analyzed by a committee and grants are made on the proposals.

Mr. MEEDS. Is what you are telling us the fact that GAO counted some people against administrative costs that you did not count?

Mr. BINNIE. No, sir. Let me clarify that. The GAO in my analysis of their figures, counted a level, I don't remember exactly, but I think around 26 percent for administration.

I say that the 26 percent was not only the administration costs but was also the grant plan costs and promotion development proposals.

Those two blocks are not administration at all. Then I say you have to take this.

Mr. MEEDS. Well, didn't they use the same techniques in the other states? Didn't they count the same people as administrative in the State of Washington as they did in California and other states?

Mr. BINNIE. I don't know, sir. I don't know what they did in other states.

Mr. MEEDS. Let's ask GAO? We are not having apples and oranges here, are we?

I will ask GAO.

What you define to be administrative and what they define is subject to some disagreement.

Mr. BINNIE. Yes, sir.

Mr. MEEDS. But I am sure they used the same procedures in the State of California, the State of Washington and other States?

Mr. BINNIE. I would imagine they did so, but I don't know.

Mr. MEEDS. OK. Those figures you come up with, 28 percent for administration and the State of California comes up with 16 percent or something else, why is there a difference here?

Mr. SHOEMAKER. Congressman, I don't think we know exactly what they said about our States. I don't know I could tell you what they said in terms of the individual State. I can tell you what our administrative costs are in terms of Ohio and you can audit it, but I can't tell you what they decided they were.

Mr. MEEDS. Well, their report indicates what they decided the administrative costs were in various states, various places.

Mr. BINNIE. Mr. Meeds, I would say their 28 percent figure for the State of Washington would compare to the 26.23 percent figure I show for 1975. There may be a drop in the difference in years on it.

But that figure includes really 4 blocks in my chart, 1, 2, 3, and 4. Much of that money which they said are fixed administrative costs and ancillary services are really money not administrative costs at all, but flow from other educational agencies for proposals.

They are retained at the State level, though.

Mr. MEEDS. What I am saying is, they count the things the same in other States and compared to other States you still come up with a very high proportion of expenditures in those categories?

Mr. BINNIE. Yes.

Mr. MEEDS. What I want to know is why that is?

Mr. BINNIE. I have not made that comparison. I could imagine, or I could suggest that perhaps other States distribute on some other base directly to local education agencies the Federal dollars and don't handle it on a proposal base, distributes it directly to school districts on a distribution base and account for the money we hold back that later goes out in proposals and that would amount to quite a bit of difference.

If we allow all of the money from block 2 and on to flow on formula distribution we would have only a 12-percent rollback.

Chairman PERKINS. I think that pretty well describes the discrepancy in the GAO report and the other. Let me call on the minority, Mr. Buchanan.

Mr. BUCHANAN. No questions.

Chairman PERKINS. Mr. Goodling?

Mr. GOODLING. I have a couple of questions, Mr. Chairman.

Mr. Barrett, what percentage of your stated administrative and supervisory funds are from State funds rather than Federal?

Mr. BARRETT. There are no funds involved; there are no State funds in our State administrative budget for vocational education.

Mr. GOODLING. In other words, you are saying it is totally financed from Federal funds?

Mr. BARRETT. That is correct.

Mr. BUCHANAN. Is that a State philosophy?

Mr. BARRETT. I think it was under the former administration.

Mr. BUCHANAN. This is not true of any of the other States, is it, that are represented here today?

Mr. GUEMPLE. It is true.

Mr. BINNIE. It is not true in the State of Washington.

We have State dollars supporting State administration staff.

Mr. GOODLING. Apparently I can't ask my own State. Are they not represented today?

Chairman PERKINS. They are not. They were invited but stated by letter they were unable to get here today.

Mr. GOODLING. I am sorry about that because my Governor is an authority on all Federal problems and I certainly hoped he would be here to share some of those answers.

The second question I would ask, are there restrictions as far as getting into vocational programs in any of your States?

For example you must pass say Algebra I, and so forth. This has happened I know in the past. When we are talking about disadvantaged, are there any built-in restrictions that would prevent educationally deprived youngsters of that nature from entering your vocational programs, particularly those being funded by Federal funds?

Mr. VAN TRIES. I think, Mr. Chairman, Mr. Goodling, that GAO made a very good comment with respect to the problems of transportation for the disadvantaged.

I imagine you are referring to academic requirements, but I think this matter of transportation that was brought up is really one of our major concerns in providing programs for the disadvantaged.

If there is one restrictive element in our program, transportation is the major one.

Mr. GOODLING. The third question I would ask, do you have an opportunity to utilize the facilities in the summer for disadvantaged youngsters in all of your schools?

Are you making an effort to do that?

Mr. BARRETT. I would indicate not necessarily for the disadvantaged, but in California we are now operating some of our programs 6 days a week and 12 to 14 hours a day 12 months a year and those tend to be selected in our regional occupational and joint cooperative programs between districts.

We operate in California, however, a very massive total summer-school program which includes vocational education and work experience education.

It has provided an opportunity especially to recruit minority and disadvantaged students that might ordinarily not enroll in the program.

Mr. GOODLING. One last question.

Are all of you, or any of you, satisfied we have come a long way since Congress over-reacted to Sputnik and we were going to make math and science people out of all students, come a long way in vocational education due to Federal funds?

Mr. BARRETT. I consider the charge that we have quite frequently a duplication of effort and competition to be a compliment to the program we are operating now.

In California, the Federal funds helped to contribute to that type of expansion.

Mr. GOODLING. Thank you.

Mr. SHOEMAKER. I would say, Congressman, in terms of using the 1963 Act and what we are able to get approved for this in our State, it gave rise to such tremendous interest on the part of the legislature and the administration that it not only was reflected in terms of growth of the program but people's attitudes.

You have two things, growth of the program and support of the professionals, secondly, the acceptance of the fact that work is important to people, on the part of the parents and the children themselves, and if anything that has been a significant change; it is not the same problem as when I began in vocational education for everybody else's children, but today I find it is even wanted by the best educators and all are adding to the fact that education is a very significant number for "my child" as well.

Mr. **Goodling.** One question.

Would you agree because of Federal funds the disadvantaged particularly have come a long way in vocational education, let's say in the last 5 years?

Mr. **Shoemaker.** Yes, sir. I would almost say additionally that in 1963 we were drug into this element kicking and screaming. It had not been a part of our background a part of our charge previously, but I think we have also learned something else there, if I can say this, that it is time between acceptance of a role and finding out how best to do it.

Mr. **Goodling.** We have gotten away from the dumping ground philosophy?

Mr. **Shoemaker.** Yes, away from it into programing so that people can succeed.

Chairman **Perkins.** Any further questions?

Mr. **Goodling.** No.

Chairman **Perkins.** Mr. Binnie, I thought you answered your outstanding Congressman from the State of Washington well in connection with the GAO report, which was somewhat critical of your administration expenses, in which you stated that you justified the expenditure to the local educational agencies, which in my judgment was sufficient justification for the expenditure that you have given.

Now, I want to personally compliment all of you and likewise compliment the GAO, but on a point of this nature it shows that the GAO is not fully familiar with the way the law is always intended to work.

I think some of their criticism is well taken in certain areas, and the only thought I have in mind is to come forth with a better piece of legislation and see how we can improve the legislation.

I believe the director from California stated that the placement record in his State may have not been as good as it should be and since the high employment rate you have had out there the last year, but what was your placement rate before you had this tremendous unemployment out there?

Mr. **Barrett.** It varied by occupational area. Generally speaking, as a mean average I would guess about 75 percent.

Some of that will not always be occupations for which trained. It will vary and vary, at least in California, directly with the state of the economy.

Chairman **Perkins.** Now, I want to ask a question of my own school superintendent, because I know we have to write a flexible piece of legislation.

It has been suggested by the administration that we spend one-third of the Federal funds for our innovative programs, where you have a waiting list in Ashland of 1,200 and a waiting list in Pembroke, Kt., and in Hazard, Ky., 1,000 or 1,200. What would happen down there if you were required to spend one-third of the Federal funds for so-called innovative programs, in the rural areas especially?

What would happen with carpentry, the trades where the people are making a living and masonry and mechanics and all other electronics, what would happen in those areas if this requirement was put in the law?

Dr. GINGER. Mr. Chairman, in my opinion, it would be disastrous or almost so in those areas. We have started programs in two of the schools you mentioned, two of the areas you mentioned, in coal production, coal mining.

It takes about 18 months leadtime to get ready to do this kind of thing and the preparation needed.

Now, if we were required to move in different direction and to spend a third of the money or any percentage of the money for so-called innovative and different kinds of programs other than the ones needed in those communities I think it would be difficult.

Chairman PERKINS. It would be getting away from the basic concept of job orientation?

Dr. GINGER. This is right. We have advisory committees in each of those regions made up of broad based citizens groups. They help us with the Department of Labor in our State to analyze labor needs and we try to keep abreast of this and a little ahead to try to anticipate what it would be.

In our State, I think it would be an extremely detrimental piece of legislation.

Chairman PERKINS. Now, Mr. Shoemaker, in your testimony you criticized the Federal Government for fostering a lack of coordination among programs. You were particularly critical of the new Comprehensive Employment and Training Act.

What amendments would you suggest to CETA to improve or bring about better coordination?

Mr. VAN TRIES. Mr. Chairman, I didn't come prepared to suggest what improvements could be made. I only wanted to point out that we have here a chart of the flow of authority from the Department of Labor to the prime sponsors and to the planning committees, which go from the prime sponsors to Washington, and from Washington to the Governor of the State.

And I guess our contention is that this particular type of organization is not very conducive to coordinated planning.

I am suggesting that something needs to be done. I am not sure of what it is, but something needs to be done to improve that type of planning.

I think, in the body of the report, the comment was made that some members of the Department of Labor had said that the vocational schools and the manpower programs were both targeting against the same individuals and I would only suggest that in our State the State counsel of the CIO–AFL is not the least bit satisfied with the projection of occupational opportunities in some of the occupations of the Department of Labor, which the Department of Labor reports on.

So I would suggest that there are other people that ought to be involved in this besides the Department of Labor and HEW. I guess, Mr. Chairman, I can't tell you what should be done. I am only saying that it is a problem.

Chairman PERKINS. Now, I want Mr. Shoemaker from the State of Ohio to comment on that.

Mr. SHOEMAKER. Mr. Chairman, I am deeply concerned about the point you make. I suggest there is one basic answer to it. The multiplicity of units functioning in government in the area of education need to come together at the Federal level as well as the State level and it seems, as some of us have been working with over the years, the issue that has come out of Congress may be the only real answer and let me preface it by this remark.

It is quite common to criticize the U.S. Office of Education and some of us in the States have been guilty of this at various times.

Some of us about a year ago went to the head of the U.S. Office of Education, not the present one, and I won't identify which one it was, and made the point:

> Doctor so and so, we think that the positive approach to vocational education in this Nation is not being recognized at the national level. Why is it not?

The man leveled with us. He said:

> I cannot get beyond the assistant secretaries in Health, Education, and Welfare with anything positive on education, including vocational education.

It seems that we should have had a national office of education involving not only vocational education but manpower and the total education. It seems to me that one of the strong points for consideration and one which I would plead for this Congress to consider, and I don't know how you do it from outside of the administration, but there is a strong input of education for this Nation, the only real basis that you have for solutions to your problems, but this area of education, that total education will not be recognized including vocational education, until there is a Department of Education and Manpower.

As long as the thrusts are put forth in vocational education from two significant agencies and as long as one can outbid dollarwise and with massively less persons served than the other one, I think we have a competition, a lack of total thrust which will continue until there is a Department of Education and Manpower at our national level which can give position to the place of education and vocational education.

Chairman PERKINS. Let me comment at this stage that I could not agree more.

In fact, I introduced a bill along with Mr. Quie and others as cosponsors, to do just that. I think that is the answer, instead of going against each other, to have some coordination at the top, is the only way to solve this problem.

Mr. Quie, any questions?

Mr. QUIE. Yes, Mr. Chairman.

I would like to start out, Mr. Binnie, with you, since we can pick up with our conversation we had out in the State of Washington when the subcommittee was out there and you provided clarification of some of the things we talked of.

Now, you mentioned, in appendix C–2, 101 employees, that is evidently the 101 you talked about in CCOE when we talked out there.

There were, as I recall seven in the superintendent of public construction office and six in the community college board, is that what you call it?

Mr. Binnie. Yes.

Mr. Quie. They don't show up here.

Mr. Binnie. They are not part of our agency man-year count.

Mr. Quie. Now, are those seven professional?

Mr. Binnie. No, four and three.

Mr. Quie. Four and three and the other one is three and three?

Mr. Binnie. No, four professionals, three clerical and SPI and three professionals, three clerical in community colleges.

Mr. Quie. Okay.

How are they funded?

Mr. Binnie. They are funded by what you see in the other chart called "Interlocal agreement grant" where we buy from them planning and reporting or commuter services.

Mr. Quie. Insofar as the staff costs, they are then purchased by CCOE?

Mr. Binnie. Yes, sir.

Mr. Quie. And then in that purchase, does your funds break down 48–52 or are they all out of Public Law 90–576?

Mr. Binnie. No, for those purchases are 100 percent 90–576 funds, from all parts, not just part (d).

Some comes out for administration and some comes out of the disadvantaged portion and the handicapped portion.

Mr. Quie. That would be the total amount.

Would then your other percentages change? What I am looking for are the total State administration supervision and evaluation?

Mr. Binnie. For all manpower at the State level.

Mr. Quie. You have total manpower?

Mr. Binnie. If you were to take the 1969 man-years on the chart, appendix C–2, which represents CCOE's personnel involved in vocational education, 31 professionals and to that four professionals in the superintendent of public construction's office and 3 professionals in the state board of community colleges, we would have a total of 38 professional staff administering a total State program of $62 million.

That is less than 2 percent administration costs, if you look at the program we are administering.

Mr. Quie. And 39 clerical?

Mr. Binnie. Yes, sir.

Mr. Quie. What are the medians?

Mr. Binnie. Yes, in fiscal office we have accountants, paraprofessionals, accountants, and that type of person working with the fiscal office.

Mr. Quie. Any medians?

Mr. Binnie. No.

Mr. Quie. The question then would come on the percentage of the total and if you put all of those together, could you rework and submit for me the percentage of the total?

Mr. Binnie. Counting the staff on the interlocal agreement in the two agencies, yes, sir, I will.

Mr. Quie. Thank you, if you will do that.

Then we left there with the assumption this was 100 percent paid for by Public Law 90–576 funds and I am glad for the clarification where you bring in the State funds here.

Now, am I understanding correctly that California was 100 percent, wasn't it in answer to Mr. Goodling's question?

Mr. Barrett. Yes, sir.

Mr. Quie. That fits with the same thing that Mr. Binnie is talking about.

Mr. Barrett. It is basically the same kind of information.

Mr. Quie. When we were in Washington, Mr. Binnie, you transferred 31 people from CCOE to the superintendent of public construction. Who are they? Do they come out?

Mr. Binnie. Out of the regular public construction area, out of the 1969, this past year we assigned on a task force basis to provide technical assistance to 309 school districts, 31 people, 16 professionals, and 15 clerical. They are out of that 69.

The evaluation of the effectiveness of that assignment will be occurring between now and May.

Now, unless, in our State, there is, and I have to hurry back for a meeting tomorrow with the Senate Select Committee on Vocational Education because there are several bills on reorganizing State administration on vocational education.

Mr. Quie. When they are transferred over, will those 31 be paid 100 percent out of Public Law 90–576 funds as the other seven in the superintendent of public construction as they are now?

Mr. Binnie. I would say that is "iffy and if they are transferred over, we would have to work out an agreement, either cover their funds with Public Law 90–576 funds, but more appropriately I think if staff is assigned we ought to work on a phase out basis with increased State support and decreased public law 90–576 support over a phase-out time or decreased time and we have not planned that in the past because the State legislature has not been willing to provide additional State funds for administrative costs.

They feel it is a trade-off. If they give it to the administrative it comes from the local education level. I would encourage the phaseover on a planned base of the decreased Federal funds used for that purpose.

Mr. Quie. In California, what is the total expenditure for vocational education?

You mentioned $62 million I believe you said in the State of Washington?

Mr. Barrett. We anticipate in the current year it will approach $400 million $42 million of which is Federal funds.

We anticipate we will match somewhere in the vicinity of 9 to 1.

This is why the State sometimes gets a little upset when we talk about them not supporting vocational education.

It would indicate our regional occupational training centers and programs which our secondary districts joined together to operate mutually a program that single districts cannot operate.

This program started in 1970, and last year the categorical support for those programs equaled $42 million, the same figure that the Federal grant does.

This is just for one component of our delivery system. We have the same problem as the State of Washington does. They are more eager to put money into programing than they are into staff as long as the Federal funds can be used for that purpose and in the past they were available for that purpose so again basically it is a trade-off.

I don't especially agree but I have not had the chance to make the decision yet.

Mr Quie. Let me ask the State of Kentucky, what is the total vocational educational budget and how many people in your State department of Education are administering, supervising and evaluating?

Dr. Lamar. I think I had better explain to start with. In the bureau of vocational education in Kentucky, we have in addition to the program supported by the 1968 amendments, we support the adult basic education program.

We support the CETA program. We are responsible for licensing proprietary vocational technical schools and we are responsible for approving institutions for veterans training.

Now, our budget or our staff covers all of those responsibilities.

Mr. Quie. Are you able to pull out what vocational education has?

Dr. Lamar. I do not have with me a break-out of it.

Mr. Quie. Have you ever taken vocational education by itself in a budget for your State?

Dr. Lamar. Yes.

Mr. Quie. What is the total of that?

Dr. Lamar. Dr. Ginger mentioned in his remarks $34 million-plus. But, really, that does not include about 2,035 vocational units. Those units are both about $10,350 each, which ups that figure in the neighborhood of $21 million.

Mr. Quie. Let me ask you this on those figures in the testimony.

You have in 1965, $3,882,000 for the Federal Government and $7,577,000 for State participation. Then when you mention it in 1974, it is $10,927,000 Federal and $24,500,000 State and local participation.

Are you talking about apples and oranges here? In one case it is State participation and in the other it is State and local?

According to the statement I have, you may have left something out.

Dr. Lamar. No, in Kentucky, we have two pots of State money supporting vocational education. We have what we call State vocational technical schools area vocational educational centers, which are operated by the State.

Now, we have a separate State appropriation to help provide the operating budget for those facilities. We also have programs in about 350 secondary schools.

Now, in those schools, the programs are operated by local school districts and they are primarily supported through our State foundation program.

That is another pot of money.

Mr. QUIE. Let me go back to that question that is on page 9 of your statement. The $7 million or $7.5 million you say is State participation and the $24.5 million you say is State and local participation.

Dr. LAMAR. Now, if you will look in this report, this has not come out today, but the GAO said they were primarily taking a look at part (B) of the act and that they were not taking a look at part (A), parts (C), (E), (F), (G), (H), (I), and title II.

So, assuming primarily that all of these arguments are relating to part (B) of the act, which they are saying also is about 80 percent of the amendments of the 1968 money, now we have not discussed here today basically that 80 percent being in one category and the other 20 percent basically being the money supposed to be giving impetus to the innovative programs.

I think we are not covering the whole waterfront.

Mr. QUIE. Let me ask my question over again.

The one sentence for 1965 you say State participation is $7.5 million and then in the next sentence you say in 1974 State and local participation is 24.5 million.

Are you talking about State and local participation in the 24.5 million?

Dr. LAMAR. In both instances, it is State and local.

Mr. QUIE. In 65 instead of State participation should it have read "State and local," is that what you are saying?

Dr. LAMAR. Yes, sir, that is right. They are comparative figures.

Mr. QUIE. Then what we need is State participation without the local on ours to get the comparison, that is, going along with GAO?

Dr. LAMAR. That is right.

Mr. QUIE. And you have not given us those figures in either case?

Dr. LAMAR. Well, the two comparisons there are in both cases where it says "State" and it is "State and local."

Mr. QUIE. OK.

So we need a further breakdown.

Let's go back to what I was asking about in the first place. You are saying you need another $21 million on the $34–35 million as mentioned in your testimony?

Dr. LAMAR. To take care of what the foundation program in Kentucky puts into vocational education, yes, sir.

Mr. QUIE. OK. That would make it about $56 million?

Dr. LAMAR. In the neighborhood of $55 million.

Mr. QUIE. $55 million. OK.

How many people do you have administering that, administration, supervision, and evaluation staff?

Dr. LAMAR. Well, again, in the Bureau of Vocational Education, we have six divisions. We have one division that is for management of programs. We have one division that is for program development. We have one division that is for construction, facilities construction, and maintenance.

We have one division that deals with interagency relationships. We have one division that deals with supporting services.

Now, when you take them all together, we have about 150 professioal people in the Bureau of Vocational Education.

Mr. QUIE. What is the mix between State and Federal money?

Dr. LAMAR. Fifty-fifty matching.

Mr. QUIE. That is the way the legislature moves on that?

Dr. LAMAR. Yes.

Mr. QUIE. To make it 50-50?

Dr. LAMAR. Well, the legislature really had not mandated it. That is the way we put the budget together.

Mr. QUIE. OK, you suggested to them that is the way to do it.

How about Minnesota, what is the total there?

Mr. VAN TRIES. We have 118 staff pople and that includes secretarial and professional, and of that about 75 are professionals.

Mr. QUIE. What is the mix Federal and State money?

Mr. VAN TRIES. We have the same situation that Kentucky would have. We have a veterans approval agency, which is on contract with the Veteran's Administration that is 100 percent Federal on contract.

We have manpower development and training, Comprehensive Employment and Training Act, the staff is 100 percent Federal.

We have an operations section which deals with the operation of programs and this, for the most part, is 50 percent Federal and 50 percent State.

There are some exceptions to that, but most of it is 50–50. We have a private trade school section which is about one-third Federal and two-thirds State. Then my own office, which is 50–50.

Mr. QUIE. What is the total State, local, and Federal budget for vocational education? You have to take CETA out of that.

Mr. VAN TRIES. For vocational education the last biennium we asked the legislature for $110 million.

Mr. QUIE. Did they give it to you?

Mr. VAN TRIES. We got most of it. This time we are asking for $139 million from the legislature that is in session right now. This will be State money.

Mr. QUIE. State money.

Mr. VAN TRIES. Now, then, in addition to this, there is also the foundation or equalization aid formula, with which you are familiar, which allocates up to about $1,200 per student, to local agencies, and a portion of that, and I don't know how you do that.

Mr. QUIE. You never pulled that?

Mr. VAN TRIES. I haven't.

I would if I needed it, but a portion of that would be applicable to the vocational programs and secondary and postsecondary education.

Mr. QUIE. How about Federal money?

Mr. VAN TRIES. Right in the neighborhood of $9 million.

Mr. QUIE. So you have about $148 million?

Mr. VAN TRIES. Yes.

Mr. QUIE. That we are talking about?

Mr. VAN TRIES. Yes.

Mr. QUIE. What about Ohio? I want the total.

Mr. SHOEMAKER. A hard, quick answer because we have the data back home, but did not add it up.

Mr. QUIE. This is the way we had it in Washington where I came back with poor information.

Mr. SHOEMAKER. We will give it in terms of agriculture, business, and operational areas plus special needs, our construction service, administrative aides, there is about 41 professional persons involved in that operation.

In terms of EPDA, research, veterans training, and MDTA, there is about another 20 involved in that.

In terms of numbers of people, I don't keep all of those in my head, but roughly those are our professional staff personnel that you were talking about, supervisory and administrative, not all located in the column, but other parts throughout the State of Ohio.

Mr. QUIE. Give us the clerical, going along with that 41.

Mr. SHOEMAKER. In clerical to go along with that 41, about three-fourth of them.

Mr. QUIE. What is your total budget?

Mr. SHOEMAKER. Our total budget for this year, do you want it State, local, and Federal?

Mr. QUIE. Yes.

Mr. SHOEMAKER. In terms of this year, Federal funds total, not only part (B) but total $33,896,775 and that is Federal, and in terms of State and local, it is $213,704,803.

Mr. QUIE. What percentage of your State administration, supervisory, and evaluation staff comes from Federal and what percentage from the State government?

Mr. SHOEMAKER. In terms of percentage of the salary cost and benefits, it is 93 percent of our salary and benefits are from the Federal, 7 percent from the State; 4.9 percent this year of our part (B) moneys are used for administration.

Mr. QUIE. I just want to make sure I get this fellow from Texas. Are you finished?

Mr. SHOEMAKER. Yes.

Mr. GUEMPLE. I didn't bring my figures with me but will reconstruct. We have a total of 250 staff members in the State department and 178 are professional staff members which means a masters degree and at least 5 years experience in the school.

Some of these people have Ph. D.'s and have been superintendents of schools, and some principals, and so on.

Of that number, we have the same problem that some of the others have. We have AVE, and CETA, and veterans, and the proprietary school licensing, so we have a total of about 118, about 125 professionals who work with public institutions under 90-576.

Mr. QUIE. What is your total budget?

Mr. GUEMPLE. Somewhere around $2 million.

Mr. QUIE. What is the total state, and local, and Federal sources for vocational education in the State?

Mr. GUEMPLE. A little over $100 million this year.

Mr. QUIE. $100 million.

Mr. GUEMPLE. That is Federal and State.

Mr. **Quie**. Yes.

Mr. **Guemple**. And some local. We have not counted all of the local.

Mr. **Quie**. What is the percentage of Federal-State money for your State administration?

Mr. **Guemple**. We do not budget State money for State administration. We do have some State appropriations for the administration of AVE and some of our special projects like the prison system.

Chairman **Perkins**. Mr. Ford?

Mr. **Ford**. I want to follow up on Mr. Quie's question.

I have been concerned for several years with the tremendous shift that has taken place in financing of State departments of education with Federal funds.

I have heard some discussion about trade off here. How many of you have a State department where the total department of education is receiving less than 75 percent of its payroll from Federal funding?

Mr. **Van Tries**. I think our is less, but I am not sure.

Mr. **Ford**. Significantly less than 75, more than half?

Mr. **Van Tries**. I think so.

Mr. **Shoemaker**. Looking at the factor of title V relating to Department of Education in our State, the concept was if they dropped or lost the title V role, there would be about one-third of the department affected.

Mr. **Ford**. Title V is only a little piece.

Mr. **Shoemaker**. I know, from the type of question you asked I don't know.

Mr. **Ford**. You might say 80 cents out of $1 for staffing a State department is Federal funds of one kind or another?

Mr. **Guemple**. I can give you more or less general, but in our State $18 million is the State budget for administration for a program that runs somewhere in excess of $1.2 billion and that is total education.

Of that $18 million for the State departments, you know, administrative costs, something around $3 million is State appropriations and the balance comes from the various entitlements under the Elementary and Secondary Education Act, the Vocational Education Act, contracts with the Veterans' Administration, and so forth.

Mr. **Ford**. So, even though these percentages for administration, when it is zeroed in on specifically vocational education, run high, they still run behind what the comparable figure would be if you took the interstate office of education into account and decided how much of its annual payroll came from State and how much from Federal funds. The vocational portion of the State office is, while it reflects what appears to be a large percentage for administration and money, only a part of the total cost of running the office and it is not atypical of what happens to Federal funds when they go to the State.

Mr. **Guemple**. If you were to take all of the different things that are performed as functions of the State including cost of issuing warrants on the State treasury to school districts, and that is a business office kind of thing, if you were to take all of the costs and prorate those across the various categorical funds and so forth, I think vocational education might possibly be paying its part of the bill totally.

But, then, again, it might be more. In some States, I think at least in my State, it would be more.

Mr. Ford. We discovered, primarily from the complaint of the people in the library, that a custom was growing up in the State department of charging so-called overhead costs or support costs to separate functions, and I heard somebody throw a figure of $5 a square foot out there.

Do you customerily get a charge back from the State department for using part of the building, part of the other things necessary to keep the building going and so on?

Is there attached to you as the vocational education division of your State office some portion of this overall cost of running the State department of education?

Mr. Guemple. I was the one that used the figure, no, sir, they do not charge us back.

Mr. Ford. Do any of you have that arrangement? I see three. California.

Mr. Barrett. In addition to some direct charges for utilization of facilities, we pay on classified salaries or professional salaries, 41 percent in direct costs in support of other offices within the department of education and in some cases to other State agencies, department of finance and other support agencies, so the answer is "yes."

Mr. Ford. Is that also the case in Minnesota?

Mr. Van Tries. Yes, sir. I think the indirect cost rate is negotiated with the Federal Government and we have a number of services which are provided to us and this negotiated indirect cost rate is applied to the Federal funds as well as to the State funding that are in our budget.

Mr. Ford. And Washington?

Mr. Binnie. Mr. Ford, in the State of Washington we are a separate agency and not attached to any other agency. We have to pay the rent bill. We lease a building for vocational educational staff.

Mr. Ford. You don't pay anything into the State department?

Mr. Binnie. We don't pay anything to the State department in the way of percentage, no, but we pay for fixed costs of housing the agency.

Mr. Ford. If I could get you to address the business of tradeoff that has been described, the gentleman from California said he didn't think it would be a tradeoff. Incidentally, it was called to my attention that when the Office of Education did an audit in California back in 1973, they discovered that you had people on the VE administrative staff or on the payrool who had, because of the reorganization, been transferred so that they were no longer working in vocational education. At that time the explanation you gave to HEW was that this occurred because the State did not modify its departmental and indirect costs allocation plan to reflect the extensive reorganization.

Now, what has been said partially answers the question in my mind whether it would in fact be a tradeoff. I suppose I am asking you to put yourselves on the spot, but I can say to you, in my own experience from being in our State legislature before coming here, that the legislative committees are extremely reluctant when it comes to adding payroll to executive spots like the ones you occupy, while, when the Federal dollars come out, there is no specific person-by-person examination of who you hire and what their job is.

Isn't it in fact easier to develop your professional staff and whatever support staff you need in a State office using Federal funds than to get it from your legislatures and Governor?

When you are talking about a tradeoff, we are kind of kidding each other a little, aren't we? The fact is you can get money for professionals out of the Federal funds that your legislature won't give you; is that true?

Mr. VAN TRIES. Mr. Chairman and Mr. Ford, I think that this has been true in the past.

In our State I am not sure it is going to be true in the future. I think in the past, the practicality of the politician was such that State levied taxes and State collection of revenue from State sources provided a good deal more mileage politically to be returned to the local community.

Many of these local communities do not care whether the money is Federal or State as long as they get it.

We are able to rely on Federal funds to build up a staff where the State legislature would have been reluctant to add that to the State complement, as you have indicated.

I think now, though, that at least in our particular State, this is changing. We now have a complement, and it does not make any difference whether it is Federal or State, that is the complement, and no mater where that is funded from that number of positions is all we can have regardless, so I think the situation is changing.

Mr. FORD. Does anyone else want to comment?

Dr. GINGER. I would like to comment on it. I think the answer just given was pretty much the philosophy we had until 3 years ago.

Now, we are moving out of this kind of operation with Federal money and moving State money in to pick up all of this. We do not charge State rent, the State budgets pays it and occupies the space and operates just as the rest of the department.

We use State money for rental and State money for this kind of operation because we realize that that soft money may leave. Hard money we hope will stay; that is, State money, and for that reason we are moving as fast as we can away from this other philosophy.

We do charge indirect costs but we let that indirect cost; it is a different percentage for different kinds of Federal agencies; we use that to take care of the business operation, whatever service is provided within that department, but it is provided for everyone.

So, at the moment, and this has been a struggle for two straight sessions of our legislature, to get an additional amount of money flow from State sources to operate the department of education. But this is the way we are going in our State.

Mr. SHOEMAKER. I think there is some principle to take a look at here. The point you make is pretty sound I think in terms of practice. Studies in the fifties done by the U.S. Office of Education consistently showed the only unit of State department education which had a leadership role in relationship to local communities was the division of vocational education.

This was consistent over a period of a number of years. The answer was very simple, that the point that you made that the division of vocational education—because of the assistance from Federal funds we are able to provide leadership staff and services for these local communities.

I think historically Congress showed, as you added, the ESEA Act, title V, that this improved significantly the State department of education.

Now, I think the question is: Is it worth it? I think this is the question that has to be asked and: Has the investment been worth it?

I would suggest to you that dollars can flow to many places and nothing change unless there is a leadership role within the State

In terms of the pattern that the investment you have made in vocational education, that part of that is in leadership and that leadership has resulted in change in programing.

So I think your point is very true and very clear and forgive me, sir, I think it is likely to stay on the whole very similar to that for sometime.

If you have been in the State legislature you know the reasons and the problem.

Mr. FORD. Mr. Quie, and I am not trying to speak for him, but I have been concerned about this pattern evolving, so I am concerned when I see what the GAO report says about percentage of money involved here.

I think what you are telling me—in trying to answer that concern, we have to recognize that in the real world the chances are there won't really be a tradeoff. If we somehow restricted your use, that the effect might be a reduction in the professional staff you had available rather than simply trading Federal dollars for State and local dollars, that the State and local dollars might be hard to come by?

Mr. BARRETT. I would indicate, if I were not here I would be home trying to defend my local budget where I might lose more than here.

The General Accounting Office report is starting to hit us hard as vacancies now appear on my staff, with the possibility there could be a limit on the cost of administration now.

Now, the decisionmakers, have the opportunity to really bear down. So I think, even without testing your concept beyond just the fact that someone might be considered, or considering limiting the money, I am running into problems filling vacancies already

There is no question that while the State money is a tradeoff in one way, if, in California 10 years ago, we would have had to go to the State legislature for our staff, we would not have the staff that we have now. That is changing.

Now, the attitude is, when the Federal dollar gets to California, it becomes a California dollar and expenditure of those funds should go through the same kind of decisionmaking process as does the State dollar.

But it is changing; there is no question. Ten years ago it was very easy to add staff with Federal moneys and very difficult to add staff with State moneys.

Mr. **Ford**. One final area here.

I think my principal concern and criticism of the GAO report is that the opening sentence is misleading because it says "This is our report on the role of Federal assistance for vocational education" and proceeds to examine only one form of Federal assistance for vocational education.

Now, some of you gentlemen touched lightly on some of the others.

I know that title I money out of the Elementary and Secondary Education Act is being used for vocational education at the secondary level where the high school is the target school and title II is being used to purchase teaching materials that are used for vocational education.

There are some title II programs that have been involved in vocational education. MDTA, most certainly has, and general revenue sharing, depending of course on which State you are in. If it is physically dependent school districts, substantial amounts of general revenue sharing money is being allocated to vocational training not only of school age but after school age people.

With several economic opportunity program survivors that are now buried in HEW and Labor it is a little bit misleading if we are trying to appraise the total impact of Federal dollars on vocational education.

Would you agree with that?

Mr. **Van Tries**. I think I would agree with that. I think that another thing that should not be overlooked by the committee is the fact that more and more State legislatures are now going to program planning and budgeting themselves.

This means that every program that we have in the State is subject to scrutiny by a super-school board, not only the State board of education, but the State legislature itself acting as a super-school board.

In our State our whole budget is predicated on all of these funds, title I and everything else that is coming into the State, and how the legislature wants to set those priorities and to operate the vocational program of the State.

So I guess one point I would make is that people tend to think that the vocational funds come into the vocational division and vocational board and are expended without any reference to anybody else in the State having something to say about how those funds are expended.

That is not true because the legislature itself sets those priorities by virtue of approving a program plan and budget.

Mr. **Ford**. Then you do exercise disrection over the expenditure of funds beyond those that we are talking about here today as vocational education funds that come from Washington. If the local education agency decided to allocate them for vocational education, at that point they really come within the purview of your activities and professional guidance and direction and what have you?

Mr. **Van Tries**. In the case of Minnesota, Mr. Ford, the only vocational funds we use are Vocational Education Act funds. We don't use the other funds you mentioned.

Mr. **Ford**. Then the very last question would be: Is it correct then to assume, when your statements here are giving us proportionate figures on State, local expenditures versus Federal expenditure, that the Federal expenditure is limited to the vocational education funds under the so-called Vocational Education Act and do not include an estimate of the other types of Federal funds I mentioned?

Mr. VAN TRIES. That's correct. We have not included those.

Mr. FORD. The gentleman from Washington.

Mr. BINNIE. Mr. Ford, I used total figures that came in in comparison of enrollments of vocation education versus dollar impact earlier in my testimony, but when I compared the $62 million plus State and local to vocational education funds that was compared to Public Law 90–576 funds.

Mr. FORD. Would the rest of you agree with that, that the figures we have now in the record on the comparison of Federal versus State/local, the Federal funds described in those statements are only the Public Law 90–576 funds?

Mr. BINNIE. Yes.

Mr. FORD. Thank you very much.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. Thank you, Mr. Chairman.

Recently, I met with various groups in the 13th Congressional District of Florida and one of the subjects in regard to vocational education, that keeps coming up. When I mentioned the hearings we are going to have in Washington is, of course, my high school youngster is going into vocational education because he will not be allowed to go into the honors class since he will be kept out of college preparatory classes. Several weeks ago up here we had a close up group and I saw a couple of kids from it and I said, "Are you in vocational education"?

Nothing.

Tomorrow at 2:30, 24 hours from now, I will be talking to 200 young people in Operation Close Up who will be here in Washington from Dade County.

I bet if I ask if any of them are in the vocational education program, not one of them will be in vocational education.

So what I would like to see happen, is there anything we can write into this law that will see that the vocational education will not be deprived in any way as far as academic achievement? By doing so there will not be anybody stigmatized by this being regarded as a secondary type of academic education.

Mr. SHOEMAKER. If I may say briefly, as you heard several States indicate those who graduate from CETA high school levels, and that includes my State, are eligible to enter any of our universities, State universities in the State of Ohio.

Studies will show you that while let's say only about 7 to 10 percent of our graduates go on to college, which I say is about as maximum as it should be, a higher percentage of those will graduate than will of the normal population going.

The research on education over the years shows you one simple thing. Thirty-seven years of research on your college preparatory program fails to show you the college preparatory program is even the best way to go to college. There is no research to support the college preparatory program is doing anything except one thing, measuring your intelligence.

So we have built a vocational program, open end, in that they can make a choice for college, but it is a choice, not something that they have to do in order to get the vocational training program.

Mr. LEHMAN. I don't want to belabor the subject, but obviously the parents I have talked to feel that their children will be handicapped should they decide to go to college because of the lack of quality academic training they get if they selected the vocational route. This is what I am talking about, do you understand?

Mr. SHOEMAKER. Yes, but as I say, research does not support it. The basis is, this is an attitude and this is what I spoke to earlier, the attitude of a Governor and legislature and of education which I think has begun to change this conceptual base on the part of students to where I find principal's and superintendent's sons and daughters in vocational education and now I feel the changes are coming when we find that type of person enrolling.

Mr. LEHMAN. You don't think there should be any safeguard in the legislation we write in order to be sure that vocational education kids will not be considered secondary?

Mr. BARRETT. A student should not have to make a choice. Most secondary programs provide the opportunity to take basic college preparatory program and still take some vocational education.

If the student should decide from grade 9 on to take multiple periods he would be restricted but at least in California we try not to make our secondary students make a choice for college or vocational education.

We say go for both. You know it helps to work your way through college.

Mr. LEHMAN. I wonder how many kids are truly taking vocational education in the State of California? I just wonder how many kids in high schools are taking honors English and also vocational education?

I am just saying I bet there is not 15 in honors English. That is my play on words. I was concerned about either honors English or vocation education.

Mr. GUEMPLE. Within our State they have to take three credits of English, whether vocational or not vocational.

Mr. LEHMAN. English and honors are different, you know, and I don't think it should be.

What I am trying to say is that a quality academic student should be encouraged to take vocational education without being deprived of the higher quality academic programs available in the same school.

Mr. GUEMPLE. I think all of us would agree with that, Congressman.

Mr. LEHMAN. I don't want to go on with it, but I wondered if any of you thought anything should be written into the act that would help this?

Mr. GUEMPLE. It would have to be done very carefully because you have your problem with the handicapped and the disadvantaged and they are not going to be in anybody's honors program.

We are trying to deal with them now. The problem really is that for many of the young people in higher education that went through a vocational program, college was not really a realistic goal for them, unless they could work their way through, and college educations are getting more expensive all along.

We have some institutions in Texas where 60 percent of the total enrollment in a senior institution are workers part-time.

Mr. LEHMAN. Sixty percent of high school kids in Dade County are workers part of the time, but that is the way it is now-a-days.

The only other thing I wanted to ask you about was the sexual stereotyping of vocational education which is the kind of subject matter you are faced with every day. Do you think there should be any input into the act different than what we have to prevent any type of vocational education program being restricted to either male or female?

Mr. GUEMPLE. Here, again, that is a difficult question, because, you see, here again, there are probably more restrictions in the various codes about hazardous occupations which the Labor Department administers, than there are in educational administrators handbooks out in local school districts as to who can take what.

You have been relatively careful who you put in a welding class, because, you know, that is hazardous.

So, here, again, I don't know how I would write one like that.

Mr. LEHMAN. Welding is hazardous?

Mr. GUEMPLE. There is possibility of fire. We have some local administrators and even some employers who are very reluctant to look at females who are in welding.

Mr. LEHMAN. My wife went through both acetylene and arc welding and I should have notified her ahead of time.

Mr. GUEMPLE. I would agree with you, but we do have a lot of people who have the idea that welding is an occupation for males only because it is hazardous.

You can get very seriously burned or hurt in that occupation and and we had an explosion in one school several years ago in a welding shop where one child was killed.

It was just one of those freak accidents that will happen, but there are people that are very concerned about safety of students in school programs and I would have to admit we have been probably the wrong people to talk to about that, because we are concerned for their safety, too.

If you really stop and analyze the dictionary of occupational titles, there are 28,000 job titles listed but 85 percent of all of the incumbents in jobs are probably restricted to fewer than 500 of those titles.

Mr. LEHMAN. Well, I see women go around in my district, I see women install telephones, and climbing poles, and everything else, so this business of occupational safety, or preventing women from having job opportunity I think is going by the boards and I think it should go by the boards in educational programs.

Mr. SHOEMAKER. Many of us helped train "Rosie the Welder and Riveter" in World War II, so there is in our State no restriction to the entrance of any female into any vocational programs.

There is greater restriction and the thing I fear, sir, is that the onus will be put upon us to enroll the kids regardless of whether they want to be enrolled or not.

The issue is more a social issue with the parents and children themselves and not a restriction on the part of vocational educators.

Mr. LEHMAN. Thank you, Mr. Chairman.

Mr. SHOEMAKER. One advantage of the way some of the children are dressing now and keeping their hair, you can hardly tell the difference, so we have a hard time discriminating even if we want to.

Chairman PERKINS. Mr. Miller?

Mr. MILLER. I have just a couple of questions.

It was remarked earlier about the impact of unemployment on our record of placements, such as you talked about in California, Mr. Barrett.

I wonder if you can comment, if you feel qualified to do so, about what the difference in the impact might be in terms of public service jobs versus public works?

Congress is in the dilemma of how much to put in public service areas and what to put into public works, whether it is impoundment or otherwise.

Mr. SHOEMAKER. Some of us are just the second time around in some of this and, as I sit on the manpower committees in any State and on the advisory committees, and I would suggest none of them are a planning unit per se, in that area, but looking at what happened quickly in some of the public service placements to quote one fellow from the hinterland as I sat on the committee, the other day they were hiring Aunt Minnie's sister-in-law and brother-in-law because the types of jobs they have are not the types of jobs—well, they are public service jobs requiring little skill or technical knowledge and do not fit the kind of people suddenly becoming unemployed.

I pleaded with oneone on the Domestic Council as well, "Why didn't they think about the issue," as we learn of something from history that part of the strength of any pattern, in a period of recession, is what you leave as a residual of that and either maintain the skills of your people or retrain people for that in which the public works concept of meaningful residual is perhaps something that needs to be given consideration.

I am interested, I would like to repair some of the inner inert city sections of major cities, utilizing several resources and training people at the same time. No way can I find out how to put that together because all they seem to be interested in is putting somebody sweeping a floor or washing a wall or do such type of work, which because most of them are public service jobs, they are already filled anyway.

Mr. BARRETT. I would answer in a similar manner in that I think it is most important that we try to couple a stipend program for a needy unemployed with some type of training as opposed to just providing the training because when the money is gone the individual is still unemployed and when the economy turns up he still may be unemployed. So I think wherever we can couple training and assistance, we should. That may not answer your question. I am not really an authority on either of those programs.

Mr. MILLER. Second, may I ask, what kind of resistance do you meet in terms of placement or do you come in touch with in terms of placement, interms of vocations such as welding, for example?

I come from a county in California where welders are at a premium because of refinery expansion, and yet some of the Federal programs that have gone into job training, work incentive programs, and so forth, tell me they run into a great deal of resistance from unions in terms of getting these people in, in fact they have had to, or the students, upon being certified in the various arts of welding, have gone out of their own to seek employment.

Mr. BARRETT. I would be less than honest if I said we don't have problems. It varies in the community, and from occupation to occupation.

Mr. MILLER. Does it vary by sex and race?

Mr. BARRETT. I don't think so much any more as far as the labor part of it is concerned. Those communities where we have been able to bring organized labor on to the advisory council, and in some cases with a close working relationship in apprenticeship programs and related activities, we have good acceptance, but going 10 miles down the road and for whatever reason, usually people problems, you know, we may run into a complete standstill. We have many trade unions that provide placements for apprentices. We have all kinds of good things, but have serious problems, and, as I say, it is worse in some occupations than others.

I really believe, I am sure there is still a degree of discrimination both sexually and racially, yet I believe that is being dealt with in a more reasonable manner at least now than it was some years ago.

Mr. MILLER. Does anybody else wish to comment on that?

Mr. SHOEMAKER. I think again I would support this, the major element is varying by occupation. I would say certain construction crafts have been the most hard ones to break down. I find gradually when we got our first high school plumbing program a year ago, so it is a case of a gradual process of bringing them around to accepting and participating.

Chairman PERKINS. Let me say to this distinguished panel that we, in one sense of the word, recognized many years ago the weakness at the state department level insofar as giving technical assistance to your local educational agencies, local vocation groups, and there had to be Government funds made available to strengthen the Department of Education. We specifically wrote title V, which has been referred to here in the Elementary and Secondary Education Act, as strengthening the Department of Education.

I personally feel that the criticism levelled against vocational education because of expenditure of Federal funds for, as they term it, administration, much of it has been channeled right down to the area of vocational schools and to your county vocational systems where hundreds of thousands of youngsters have gotten the advantage of that technical know-how which has not been separated in the GAO report. But, be that as it may, the GAO report has not helped this committee as much as they could in writing a bill, from the standpoint of the Government becoming a better partner in supporting vocational education. But, notwithstanding the accomplishments have been so great since we enacted the 1963 legislation with a view of job orientation, training people for a job, or for jobs, and I know the GAO report may be in some instances well taken, that people, vocational schools and departments may have not exercised the highest degree of care to see that in every instance people have been trained for jobs. But, by and large, I think as we get into the evidence here and call you people before the committee, the record will negate the charge to any degree that you are not training for jobs.

But my question now is this: How can we strengthen vocational education? How can we take care of the youngsters that need vocational training and train them for jobs that they can earn a livelihood where there is no possibility they are going to continue their education or go through college, and at the same time maintain a flexible formula with education on an increase throughout the Nation, where the technical schools, the junior colleges, and the 4-year colleges are coming in and wanting more money? How are we going to solve this problem without more money from the Federal Government?

I will start with the State of Washington. I will let you assist us in giving us an answer to that question.

Mr. BINNIE. Mr. Chairman, I have thought often about how to strengthen vocational education. I think the GAO audit gave us a sound recommendation that could allow us to do that when it recommended improved planning, and I think that the concept of planning must be extended to the long-term base rather than the 1-year emphasis that we often have now on our plan. Our plan is supposed to be a 1-year and a 5-year plan, but we put the emphasis on the 1-year end in order to spread out the Federal dollars to get the job done. That is the wrong end. We need to put the emphasis on the 5-year end with pretty sound needs assessments of the needs of the people. If we could get in place a sound planning system on a long-term base, based on needs, we could bring about improvement of vocational education, if those things funded each year as money became available chipped away at the long-term goal and stopped aiming at the short-term outcome.

Chairman PERKINS. Let me make this observation and then I will yield to the gentleman, Mr. Quie. You people have not been able to plan. We have been going on continuing resolutions. We tried to express in the 1968 amendments the need for long-term planning, and the Congress has never made the funding available to do that, never made the advance funding, or never went to advanced funding, and we have been dilly-dallying. But to carry through a 5-year program, which you are suggesting, and to take care of all of the different situations, it would appear to me that we are going to have to at least double the amount of Federal funding if we are going to meet the situations that exist in this country today with vocational education, if vocational education is going to make its contribution to solve the problems that we have to solve.

Now, if I am wrong, I would like for you, to tell me. If you can get this money from States, that is fine, to do all of the planning in advance. But it is my idea that the Federal Government has to become a better partner in a job where we can obtain the results.

Now, comment on that, if you will, please.

The gentleman from Washington.

Mr. BINNIE. Yes.

Chairman PERKINS. Do you think you can get money from the States or need more money from the Federal level?

Mr. BINNIE. I think we will need money from both levels, State and Federal. I wish we had full appropriation, and full allocations of appropriations established under vocational education, we have not had it, but continuing resolutions. It restricts our uses.

Our State, as I indicated, is moving toward a forecast, occupational information system plan that will be $800,000 per year supported by the State after 3 years. That is a State effort to join with the Federal Government if the proposal works on a planning process.

I agree with you, we have not been able to plan. There are reasons. But I think that some of the reasons have been the restrictions; that planning takes a lot of effort and that it takes many years to do it, dollars to do it. But still, it takes a thinking process and a change from meeting next year's needs to meeting long-term needs if you are going to get into the future instead of dealing with the present.

Chairman PERKINS. Minnesota.

Mr. VAN TRIES. Mr. Chairman, I would agree that improved planning is one of the areas that we should stress. I am not so sure, however, if that improved planning requires more money to do it. I think we need improved planning guidelines and some commonalities of how to do this planning and needs assessment is another magic word. Everybody talks about it, but nobody knows what it is.

I really don't see any object in one State doing it one way and another State doing it another. I think there should be a common needs assessment plan. This points up, I think, the importance of strengthening the U.S. Office of Education so they can provide us help and guidance in coming up with needs assessment, and also as to how much duplication is going on among Federal and State programs right now on needs assessment, and to what extent should a vocational education division in a State be a data creating agency rather than an assemblage of data that already exists.

I think that needs to be discussed. Somehow or other we need leadership out of the U.S. Office of Education giving us commonality in needs assessment.

The forward funding that has been mentioned would be important. I think that the sole State agency concept is just as sound as in 1971. I think with the sole State agency goes the responsibility of the Federal Government to deal with that constitutionally recognized subdivision of Government rather than bypassing it and going directly to local agencies for which the State eventually is responsible. I think that is a danger in some of our programs.

I think that another thing that would help would be common definitions. For instance, next year or the year following we are very likely going to do away with all reference to adult education entirely. We are going to use post-secondary education, and it will include everything after high school. I don't know if it is good or not, but somehow or other we ought to have common definitions that everybody agrees on so when we make out reports that it means the same thing to everybody. I don't think this true now.

Chairman PERKINS. It won't work throughout the Nation because up the creeks and hollows in some of my counties, you are not going to have that high school graduate. You are going to have these people with a third, fourth, and fifth grade education for many years yet to come. That is the reason I say you are going to have to have a lot of flexibility in this thing.

Mr. VAN TRIES. Yes, with programs, but we are planning to cut down to two definitions, secondary and post-secondary.

Chairman PERKINS. You can do it where you have a high standard of education without any problems at all.

Mr. VAN TRIES. I think a person past the age of general attendance at the secondary level becomes post-secondary.

Chairman PERKINS. Certainly.

Mr. VAN TRIES. I think those would be some of my suggestions, mainly, the common definition, common report, definition of needs assessment, so we are doing it the same, sole funding and sole agency, and don't bypass the State.

Mr. SHOEMAKER. Could I react quickly?

Whatever else you say, change in education is going to come by buying it. I don't care, whatever mechanics you use if you want change in education or business you will have to buy it. By the same token the goals of the 1963 Act, if price them out, which we did one time, the Federal share is about 4 billion. If you want to really change to the extent for the whole that you are talking about.

Now, I think vocational education has proven, and I wish you could take a good look at the change as it has been now even in the inner city we are trying to work with parents on child stimulation, if you look at the research it says you start there or forget it. I think we have in place many things which can be a "change" agent in education, that if you want them we can deliver them, but we cannot unless there is the extra costs in there to make them happen.

All of the planning, all of everything else, nothing will make a difference, if, as we get into the fights in the States on dollars, and the issue will not be "what should be done" but "what has to be done to keep educational systems open". Unless there is a continuing Federal investment, continuing Federal presence, not only in terms of maintenance, which is important, but in terms of change, I think you are going to find your educational system ceases to be, even the changes that there are.

Chairman PERKINS. You are right. All you have to do is look around as we can look at any Government program. For instance, the Appalachian program where we spent $100 million in planning and no funds to finance or carry on the work after we have done the planning, is just money down the drain, and we cannot let vocational education get in that kind of shape.

I would hate to see it happen.

Texas.

Mr. GUEMPLE. Mr. Chairman, is occurs to me that one of the problems we have had at the State level which ought to have some correction is that from year to year various agencies with whom we deal including HEW, but certainly others, make subtle changes in the report requirements and so on without any attempt to cost things out. In the last session or our State legislature, we got a request for some data from one of our State senators, and we have now gone into a cost-accounting system, and we had to price that out. Just to get the information he wanted on three counties cost us $1,690, which we did not have budgeted, but we were able to find those funds and provide him with a computer run of specific information that he wanted.

Now, the problem is that if the information had not already been in our computers, it would have cost a great deal, even more, because school was out, and the teachers were not available, and most of the principals were either out looking for teachers for the next year or something else. In other words, the people that would give us the answer to put into the computer were not available.

We have had to send auditors out to each school district and get that information from documents that were on file in the school district.

So the problem is, as I see it, when we change the configuration of funding, when we have decisions at another level out of the control of the State on the availability of funds, the timing of the funding, the requirements on reports, all of these throw the State on its own resources, so to speak, to replan, to reschedule, and I don't know what kind of corrections you can build into a piece of legislation, but to hold the State responsible for certain kinds of functions is appropriate, and is realistic, but when those functions change from year to year, someone ought to examine the cost of that change before it is mandated.

That is one of the problems I feel we are faced with in CETA this year, because nobody really looked at what impact the new CETA legislation would have on the area of vocational schools, for example, or the skill centers, as another example, or community colleges, all of whom ought to be provided services to the prime sponsors, many of whom are providing services, and although the legislation says that it is at full Federal expense, I have been a school administrator and I never yet operated any program "100 percent fundable", you know, reimbursable, that was in fact a 100-percent cost program. It cost the local people something to run that program.

If they don't know what the programs are going to look like 5 years from now, there is no way to build facilities, to have the staff on board and trained at that time, to have the hardware installed, to have the educational programing written, to have books and materials available and budget for the cost of the utilities and everything else that is attendant to that, if they can't find out a little farther ahead than September 1 or even July 1, what the next year's program is going to look like then we are in trouble in education.

Chairman PERKINS. That is one of our chief obstacles.

Mr. Barrett.

Mr. BARRETT. Mr. Chairman, I wish I had a simple answer to this very complex problem. I don't have it. I would like to take a slightly different tack. I think in our State some of the better education is taking place off of the campus. We have over 100,000 students now enrolled in work experience education, but are running into some problems.

In my opinion, tax breaks, tax incentives, other kinds of devices that would encourage business and industry to bring students into their plants for both guidance purposes and training opportunities would be most helpful. I think we need to burn some educational codes and other restrictive laws we have in our States that say we should go to school certain hours and months and so on. I think we need to try to deal with some of the basic reforms that we have proven in California will work, and especially for the disadvantaged, especially again those from central cities that don't perform well in the traditional high school setting where so many of our off-campus experiences have been most rewarding.

We have a difficult time getting students into public agencies, county, State, and Federal. Yet there are excellent training opportunities there. We are criticized for not using military facilities. We try and have a very difficult time. They have more reasons why we cannot come onto the base than we can deal with.

I think again by providing money to business and industry to make training opportunities available, is another way that we could be assisted.

Chairman PERKINS. Dr. Ginger.

Dr. GINGER. If I may, Mr. Chairman, I will make this very brief, but I would like to mention about six or seven points.

President Ford last summer at Ohio State University made this statement: "There are approximately 380 separate Federal educational programs behind the high school level. Some are duplicating others administered by some 50 separate executive agencies. The result inevitably is bureaucracy, often provides garbled guidelines instead of taut lifelines for good and available jobs."

It would appear to me that one of the first things that must be done is to fix responsibility on a central agency for management of vocational technical education. It would appear to me also this would grow normally and naturally out of the same governing board operating your secondary schools up to the college level.

The second thing, and it has been mentioned by two people, is the question of planning and evaluation, systematic planning and systematic evaluation with basic data to help us do it scientifically and not off of the top of our heads.

The fourth area is guidance counseling. That is a deficiency in practically every State in the Nation. Tied into the high schools and built from high school, junior and senior and postsecondary, so these people with a different kind of attitude and outlook and orientation will be looking at the total population and not just the college bound kid.

If we look at the number of adults who have graduated from our colleges and the number 25 and over, the percentage is not high; 80 percent approximately fall in the category outside of the college graduate. Now when we look at that, it certainly makes a different kind of responsibility, it seems to me.

I serve on the National Advisory Committee For National Assessment. If there is anything national assessment has told us it is that you must gear a program to fit the needs of the locality, and it is coming through loud and clear.

It appears to me then flexibility must be built into this vocational law, whatever it is, a whatever provision is needed to make it certain this becomes a reality.

The next one has to do with just plain dollars. If vocational education is going to affect the national economy, and I think it is, it seems to me that the Federal Government should put more and more money as an investment in a program that will turn back to the public and the Nation much greater income and much greater productivity than we had in the past.

Now, I realize that when you talk about more money, every State that has testified here today is putting far more local and State money that has come in to operate vocational programs. Certainly it seems to me if this is stimulating say on the local level, we should urge the Federal Government to put more money in this program.

These are five or six things, I think, from my viewpoint we would like to see done.

Chairman PERKINS. Any further questions?

Mr. GOODLING. May I as a question on this last one. How effective or how much participation is local industry putting into this program? After all we are educating for them, you might say.

Are we putting the pressure on them? Are they participating sufficiently?

Mr. GUEMPLE. In our State, the answer to that, sir, is, "No, they are not." They are interested. They want it done, and they do participate some, but not to the extent that I think really is a cooperative effort that they could.

Mr. GOODLING. Not to the extent they are benefited?

Mr. GUEMPLE. They really are not.

Chairman PERKINS. That is all.

Mr. QUIE. I have a question that came to my mind which the committee asked about the long-range plan. You indicated that 5 years was too short a period of time. My question is, should we change the law then, because I notice we mandate it has to be not more than 5 years or less than 3 years. Now long-range or 3 years for a long-range plan is hardly worth calling a long-range plan.

Mr. BINNIE. Mr. Quie, apparently I communicated the wrong message. I didn't mean to indicate 5 years was too short. I meant to indicate the annual planning process, I put the emphasis on making sure you plan real well for what you are going to spend your Federal dollars on next year. The thinking process, or the people doing the planning are doing a good job at that, but the long-term goals have not been soundly set, the long term being 5 years. It is putting the emphasis on the wrong end of the planning process, and we need to switch the planners to the 5 year emphasis instead of the 1-year emphasis.

Mr. QUIE. I got a different impression. So right now the long-range planners are not doing a good enough job on what is mandated in the law?

Mr. BINNIE. It is my belief in my State we are not doing a good enough job on establishing, or evaluating needs of the State establishing goals on a long-range base and objectives on a long-range base.

We are doing a pretty good job presently on a short-term base.

Mr. QUIE. Is the Office of Education pushing you on the requirements of section 123(A)(4) for long-range planning?

Mr. BINNIE. The emphasis, I feel that the Office of Education has not had the manpower to really give us guidance in the long-range direction. The emphasis that has been made by the people that we work with in the region has been placed on making sure that the 1-year plan balances accurately, not the long-range plan.

Mr. Quie. Once you look at the long-range plan I don't know how you go from 1 year to the next. I know you submit your annual planning, you get done with that and you are done with it. When you submit the next one, it seems to me it ought to then some way connect with the long-range plan. Do you have any plan with renewal? Each year you have to submit a plan?

Mr. Binnie. Yes, each year we submit a plan, 1-year and 5-year projections.

Mr. Quie. Do you have any trouble? I know it was the first year after the first year was passed.

Mr. Binnie. We had no trouble in getting the plan together. It is a lot of hard work and takes the participation of a lot of people from local education agencies and other State departments. The plans they do I think are very well done to accomplish what they hope they will be able to do next year in vocational education. Some long-term goals are better done by one system than another, but I don't think we really learned to plan the planning process where we systematically assess our long-term goals on a certain period of time so that we update the goals based on analysis of need, needs of the people, analysis of what we already accomplished, analysis of policy and change.

So I think as a sole agency we could have improved our ability to plan better.

Mr. Quie. We go down to 123(A)(6), capital "A", do you have any problems with local educational agencies, because there you give due consideration to the periodic equalization of vocational program services and later information regarding current projected manpower needs and job opportunities. When you got into trouble in Seattle for awhile, did that cause a shifting of money away from other parts of the State and into Seattle that you saw some needs or did that occur after?

Mr. Binnie. When we had that Boeing crisis in Seattle, reduction in aerospace workers?

Mr. Quie. Yes.

Mr. Binnie. We had an increased enrollment in retraining programs in the Seattle, King County area. But, I can't comment on that. I was not State director during that period of time. I don't have figures at my fingertips. I don't know without looking back at the record whether there was shifting of funds for that area.

Mr. Quie. We have a tradition out here when a State gets a certain amount of money it is all right if they share less than the additional amount of money, but nobody wants any less money than before. If there is a dramatic shift like occurred in the State of Washington I wondered in a literal translation of what we wrote in the act, a shift would cause a shift of money away from Seattle?

Mr. Binnie. Seattle, King County, area?

Mr. Quie. Yes.

Mr. Binnie. It could have happened, but I don't know. I have to check to see what occurred during that period of time. It was prior to my time of being State director.

Mr. Quie. As we look through subsection after subsection, do you think that it is quite clear, you know if I were sitting in your chair instead of my own, it seems to me I would be requesting something more concise out of the Congress than we gave you. I know sittting in my chair the less concise we are the more we know we are not encompassing everything we thought we could put down more clearly, to exercise a little more skill and be more concise and put it onto somebody else, which is more difficult to do if we are not concise, but I would like to hear it from your point of view.

Mr. BINNIE. I don't know. From my point of view I would analyze each thing that I wanted you to be concise about. I might in one area want more flexibility. In another area because of the program's jurisdictional problems I might want more conciseness so my authority is clear. So I don't think I could generalize and say that you are not concise enough, because I would be guilty of saying, "Maybe I don't want you to be too concise, that it restricts my ability for flexibility."

Mr. QUIE. Do you think the information you provide to the U.S. Office of Education is such that we could glean from it information we need for writing out revisions of the act?

Mr. BINNIE. The information we provide through annual reports?

Mr. QUIE. Yes.

Mr. BINNIE. I think there is a great deal of information provided on the data format base. The analysis of the information would take some time, to see how to apply it to a new act. There is a lot of data there. It is going to take analysis.

Mr. QUIE. It will be interesting listening to the gentlement sitting behind you tomorrow to see how they take that information when it is presented to us tomorrow to see how we go from that. I kind of wish we had them back-to-back like GAO is here when you are testifying and you can be here when they are testifying to see that reaction. I think we have run long enough.

Mr. FORD. Thank you.

We have been talking about two things here that bother some of the members of the committee, not only when dealing with this legislation, but the whole package of programs that we have developed here in the last 10 years, and some from before that—How to match up training with the world of work. I am interested that people are still quoting the President's "Will to Work" speech from Michigan State. Coming from his State of Michigan, we wonder if he read it before or after he made it, because he came back and vetoed some bills that we though had some direct bearing on it.

But we are seeing a phenomenon now in one of the major industrial areas of the young fellow that is taking a vocational training program, but down the block from him is a tool-ad-die maker from Ford with 20 years seniority indefinitely laid off, or next door a young fellow who did get to college, became a mechanical engineer, has 5 or 6 years seniority, and has some babies, and the auto company said we are not going to plan any new models. We have got our 1978 models on the board, don't need any future planning people.

Chrysler dumped off 4,000 of these people at one time. Ford dumped off between 7,000 and 9,000. How do we get through a period like this from where you sit, putting the young people in a holding pattern. We know that the economy has to come back, or else.

I am fearful that we are going to be losing the impetus that is starting to build up, as someone mentioned in the last few years of getting away from stereotypes of the vocational student being something less than perfect.

The young people figured this out, by the way, before their parents did.

The average parent in my district thinks, number one, go to Michigan or Michigan State; if he can't play football, he ought to at least be in the band.

But the young people themselves in the last few years have started consciously determining that that wasn't the way they wanted to live their lives, if they wanted to find something that gave them some satisfaction, some productivity, and particularly moved them into what they considered to be the American normal middle class, as a wage earner as quickly as possible.

Now we are confronted with this period of time where it looks to them like that higher education, while it might be nice to have, is not going to be worth much for the next couple of years, because they see people with rather sophisticated training and experience ahead of them who don't have jobs. What do we do in a period like this to try to keep the impetus of vocational education alive, and try to convince people that it is going to be important to continue. I think the statement that you gave from California indicated that you were concentrating on broader ideas of vocational training and clusters of skills, with the idea that you didn't particularly care whether they came out of an auto mechanics course and got to be an auto mechanic, if they learned to read and write and to do some other things well, and gained some manual dexterity, and went to work in an aircraft factory, that was a success.

Now, how do we hold this together now?

Mr. BARRETT. I don't know that I intended to make that thought. I would prefer to talk about a transportation cluster, where the common core skills tend to supplement one another, and lead into broad occupational areas.

My concern was right now a specific job training at the secondary level could, if we are not careful, limit instead of broaden the student's opportunity.

So I was trying to talk about trying to provide a broader base for the student to move in different directions. Here again, if we can teach some of the basic skills as part of our training, that is a bonus, but I was still talking about skilled training, but in broader clusters.

Mr. FORD. Anyone else?

Mr. VAN TRIES. Mr. Chairman, Mr. Ford. I think that the question you raise about holding these people, or putting them in a holding pattern during the time of a recession, is something that concerns all of us. And I think that if you look back over the years that whenever there has been a recession the enrollments in our postsecondary institutions have increased.

And this is particularly true of the vocational technical institutes, where students come out of high school and there is no job opportunity for them so they go to the postsecondary institute because that is something to do. And we also see this happen now, too.

And in our State we have an extensive postsecondary vocational technical institute program. I think that the thing you have to do is to have faith in the country. There is no question but what our placement problem is going to be greater this year than it was last year. But I think you have to have faith in the country, and then I think you have to look too at all the things that are going to happen if this thing breaks loose, because take the construction trades. Now we have got a backlog of construction in our State that would keep all of our construction people employed for years, once the interest rates got to the point where construction was practicable for the people, in not only housing, but in industrial construction, and things of that kinds.

So I think that the question is how long is this going to last? And how long do we have to keep them in the holding pattern? Because I think that for a short term the holding pattern is there, and I think it has been determined by past history what they are going to do.

But if it lasts too long, then I think you are going to have some real problems on your hands, and I don't know whether it is better to have an unemployed, unskilled man or woman on the streetcorner, or whether it is better to have a skilled unemployed man or woman on the streetcorner.

Mr. FORD. Well, we were talking about 5-year planning here, and I just wondered if anyone in your community of education has started to think about what we will need, assuming that we started all the things that are suggested around here. Suppose we are coming out of this in 2 years and we do get back to the level we were 8 years ago in employment, for example, in the homebuilding industry. That is what we pray for every morning in Michigan, because that is the day that we start making automobiles again.

But we all observe what we are going to do in the next 6 months with people on unemployment. I hear no place around me anyone talking about what do we do for the long range about this. Can we, based on past recessions, past crunches in the economy, project where the job needs are going to be 5 years from now, assuming that we cycle ourselves back out of this? Is anybody in this society doing this?

Mr. GUEMPLE. I think here again I am going to hav[illegible] agree with you.

Kids are smarter than a lot of us give them credit for. They have already made some decisions. We are finding that increases in enrollment in post secondary levels are selective increases. We had to go to our State legislature this time a week or so ago, and it is on the Governor's desk for signature right now, for an emergency appropriation to cover the increased enrollments in junior colleges of our State this year. And the increase was $18 million worth. And $12 million of that was in vocational technical programs, and $6 million was academic.

Mr. FORD. Let me just interrupt you, if I may. On the other side, if you talk to people from higher education, they are going to tell you that a large percentage of those people that you are now talking about supporting at the junior college level are there because they can't afford to be in the private colleges and universities, and some of the State institutions that they formerly were attending.

Mr. GUEMPLE. No, I don't think that is true. I think that selective enrollment increases are in the service areas, repairs, maintenance of existing materials, and property and equipment, and that is where we are getting a lot of our enrollment increases at the postsecondary level.

And another area where we are getting increases in in the health supporting fields, dental hygenists, nurses, laboratory technicians of various sorts. We don't find large increases in computer programing and some of the other kinds of things that are more sensitive to changes or dislocations in the economy. Those are people that you can wait to hire until the economy changes.

But there are some kinds of people that you can't wait for. If you have the customers coming in to get their television sets repaired, instead of buying a new one, then that is where you have to do your employing. And those people are still in demand.

And I think if you went out in the labor market that the youngsters coming out of our postsecondary and even our secondary programs that have that kind of training are still employable.

Mr. FORD. Do you think that then what you are describing to me is a situation where, because of the demand, you obviously are going to shift to meet that demand, and shift towards service jobs away from what might have been the pattern in the past?

Mr. GUEMPLE. But that shift is just being accelerated, that shift has been around in vocational education enrollments for about 7 years. More in the area of services, and less in the area of manufacturing or construction, as far as enrollments are concerned.

Mr. BINNIE. Mr. Ford, you stated a real problem for the real hard-hit economic areas that I am not sure vocational education can solve. It is a broder problem than vocational education.

When we had the big problem in Washington State with Boeing, it was about 1967–68, I believe. I was teaching in a community college in mechanical engineering technology I was sent there by Boeing several years earlier to develop such a program. We had a very high employment need, and the young people lost confidence in the engineering field because the major employer was Boeing. I imagine in Ohio the major employer being the auto industry people would be reluctant to become tool and die makers, if that was the hard-hit industry.

And so they switch to other areas for training. And strangely enough, the need for mechanical engineering in our State 2 years later was very high, and we aren't producing any.

And it took us 3 more years to build confidence on the part of students to enter that occupational area, because it was that there were too many engineers on the market with no job, and many technicians on the market with few jobs, and it was lack of confidence by students in that educational area.

And it is sociological downlag, and it takes a long time to come back.

I don't know how to solve the problem. I wish that I did.

Mr. FORD. I don't think I said you should solve the problem. I asked if this is part of the problem of your educational problem how do you convince students it is worthwhile to make the extra effort for vocational training when it seems to be leading towards a dead end? Vocational education should have, I suppose, as its principal reason the fact that that suggests to the person that this extra effort in school, this extra interest, is going to pay off down the road.

How do we keep you in business during this period?

Mr. BINNIE. Well, we didn't have any trouble staying in business; because young people wanted jobs, felt they were more competitive on the labor market if they had a skill to sell. So if they were better trained, better chances of getting it, with a competitive market becoming tighter and more people training to become competitive.

But we did have trouble keeping them in occupational areas with long-term good employment, but short-term zero, practically. And that was a sales job, and we weren't particularly successful in our State, at least when I was at the vocational institutions at that time, on that sales job. And then when the need arose, which had been predicted on a long-term basis we didn't have them.

Chairman PERKINS. Further questions, Mr. Miller?

Mr. Ford?

Let me thank all of you for your appearance here today. You have been most helpful.

Does the GAO want to make any further comments?

Mr. HENIG. No, thank you, sir.

Chairman PERKINS. All right.

We have had a great hearing, and thank you.

The committee will recess until 9:30 a.m. tomorrow.

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF JOHN W. STRUCK, STATE DIRECTOR OF VOCATIONAL EDUCATION, HARRISBURG, PA.

A Response From the Pennsylvania Department of Education on the findings and conclusions contained in the U.S. Comptroller General's Report "What Is The Role Of Federal Assistance For Vocational Education?"

Mr. Perkins, and members of the Subcommittee on Education: on behalf of our State Secretary of Education, Mr. John C. Pittenger, I am pleased to have the opportunity to present the following information concerning the report by the Comptroller General of the United States entitled, "What Is The Role Of Federal Assistance For Vocational Education?"

It is my opinion, and the opinion of many state directors with whom I have conferred, that the findings of the report are not supported by the facts, that they are based on inappropriate assumptions, and are greatly unjustified. Although most findings, conclusions and recommendations will be considered in this response, let me first express our general response to the approach, procedures, preparation and delivery of the report.

I. GENERAL RESPONSE

I am perplexed and disappointed with the Government Accounting Office's approach and procedures used in preparation of the report which does not appear to be consistent with their normal and past professional, practical and ethical efforts. It speaks to the lack of coordination, communication and interaction which should have been applied to preparation of the final document and to the serious impact its premature and misleading presentation has created for the nations leading manpower development delivery system. Over dramatized news releases about the report have blighted one of our nation's most productive and effective programs.

It is difficult to conceive of a more poorly organized investigation or program audit of any educational program. The G.A.O. auditors who were sent to Harrisburg to study our program readily admitted having had no prior knowledge of vocational education but had been engaged in the past in reviewing defense contracts. While they acknowledge *verbally* many outstanding accomplishments, few, if any, appeared in the written report. While the report readily presents the major goals and accomplishments having been met, it tends to gloss over them in favor of describing minor discrepancies, most of which are vaguely portrayed but unrealistically emphasized. Little, if any opportunity was provided to respond or react to negative allegations which could have clarified incorrect and misinterpreted findings appearing in the final report. The auditors were frankly embarrassed about their assignment and produced nothing in written form during the exit interview.

While I speak only of Pennsylvania in relationship to the study, similar concerns with procedure and report content appear to be shared by all states involved in the audit. Throughout the report innuendos, suspicions and allegations are presented with place the Comptroller General in a position of dictating to Congress the intent of its own act. The report proposes intent not stipulated in the V.E.A., in the regulations or in U.S.O.E. guidelines, for example:

1. While the report indicates the objectives of the V.E.A. are to extend, develop and improve vocational opportunities, it intentionally omits the word "maintain". The report then proceeds to chastise the states for using funds to maintain existing programs. P.L. 90–576, in Title I, Part A—General Provisions, specifically states:

It is the purpose of this title to authorize federal grants to states to assist them to *maintain*, extend and improve. . . . (underscore added)

The same statement is found in the regulations in the Federal Register, Volume 35, Number 91, Part II, in Section 101.1 of Subpart A—General, dated Saturday, May 9, 1970. Let us not confuse the terms "supplant" and "maintain". We have made every effort to insure that federal funds are not used to supplant state or local funds. We do, however, use federal funds as seed money to develop new programs and maintain them until they are approved for state reimbursement at which time the federal support is withdrawn to be used for further development of more new programs. This is precisely the intent of the Act.

2. The Comptroller General, in the G.A.O. report, places an unrealistic and heretofore unstipulated dramatic emphasis on programs for the disadvantaged and handicapped out of all proportion to the set asides stipulated in the Act. If it was the intent of Congress to promote greater emphasis than the 15 and 10 percent stated in the Act, then it should have been corrected by increasing the set asides in question. It is in no way appropriate, however, to stipulate one percentage and then chastise the states for not doubling or tripling it. We have met the requirements of the Act. Given a certain amount of scarce resources, we have allocated them realistically according to sound and professional value judgment.

The states are within the purview of the law. The report specifically says (on page 15) that even in those states where the 15 and 10 percent stipulation had not been met in the 1974 fiscal report, "This does not necessarily mean that the states—were not in conformity with the law", because of the carry-over provision.

3. Every dollar utilized at the state level ultimately benefits the local educational agency—that is the only reason for our existence. Funds utilized at the state level provide for the specific services which were the subject of an earlier G.A.O. report issued in 1972 "Training America's Labor Force: Potential, Progress and Problems of Vocational Education". The G.A.O. committed a serious error when it implied that all ancillary funds expended at the state level were for "administration". In fact, the funds are used to (1) develop and maintain a statewide management information system (2) a statewide guidance system (3) support for our teacher education program (4) program evaluation (5) a statewide graduate follow-up system (6) documentation and control of federal fund distribution and utilization (7) development and maintenance of a statewide placement service and (8) salaries to approve and monitor special programs for the disadvantaged and handicapped—to approve and monitor cooperative and workstudy programs—to develop and disseminate new and innovative curriculums in seven program areas, to provide

for statwide planning of programs to unmet needs of our youth and adults and labor market needs. This list is endless—but more important, all these activities are specifically stated in the VEA, usually in the language that "the State Plan shall provide. . . ." The entire Bureau of Vocational Education in the State Department was reorganized following adoption of P.L. 90–576 to more closely adhere to the provisions of the Act. As a matter of fact, many of the recommendations included in the report will create a need for even greater expenditures at the state level while at the same time propose to limit such expenditures to five percent. The logic of such conflicting proposals escapes me. P.L. 90–576, Part B—State Vocational Education Programs, Section 122.(a), (8), on pages 9 and 10 specifically mandates the services that shall be provided under the funds in question.

(a) Grants to states under this part may be used . . . for the following purposes:

(8) Ancillary services and activities to assure *quality* in *all* vocational education programs, such as teacher training and supervision, program evaluation, special demonstration and experimental programs, development of instructional materials, and improved state administration and local vocational education programs and services in light of information regarding current and projected manpower needs and job opportunities (underscores supplied).

II. RESPONSE TO FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Chapter Two

Finding.—VEA funds do not play catalytic role.

Response.—The statement on page 9 of the report that, ". . . Federal funds have been used to maintain existing activities year after year rather than primarily to initiate new program options," is a distortion of the facts.

We recently completed an extensive review of all federal projects funded during fiscal 1973 to determine the composition of Part B expenditures relative to "maintaining, extending and improving . . .". The results of that study indicate that 18% of the funds were maintenance, 40% for expansion and improvement, 13 for development of new programs, 9% for administration and 20% for other ancillary purposes described earlier. Pennsylvania is well under the national average of 40% reported for maintenance of programs. Pennsylvania has had historically strong commitment to state reimbursement for approved vocational education and continuing efforts to transfer developed programs from federal resource support to state support. The result is that even federal funds used for temporary maintenance is, in effect, catalytic in nature. In addition, Pennsylvania is considerably above the national averages for the use of federal funds to develop new programs and extend or improve existing programs—Pennsylvania 53%, national average—40%.

The report states, on page 9, that, "VEA requires state assurance that Federal funds will be used to supplement, and to the extent practical, increase the amount of state and local funds that would be available for vocational programs in the absence of Federal funds." Pennsylvania has increased state and local funds in support of vocational education from $9.4 million fiscal 1964 to $154.4 million in fiscal 1974 or an increase of over 1,500 percent in ten years! During that same period federal funds provided to Pennsylvania increased from $2.8 million to $27.4 million for an increase of less than 1,000 percent. Even after adjustment stabilized for 1964 dollars, the increase in state and local support would have to be impressive. Such increases are undoubtedly largely brought about by the impact of the VEA which provided the seed money for program expansion.

How the Comptroller General can state that the VEP has not played the catalytic role envisioned by Congress is beyond comprehension. Pennsylvania has clearly demonstrated its increasing support for vocational education.

Finding.—Large amounts of federal funds retained at state level.

Response.—The Comptroller General commits a serious error in presenting this finding. The report contains percentages of funds purported to be "retained at the state level" calculated only against the Part B funds rather than the total federal funds. This is extremely misleading and is grossly slanted to convey a negative picture which is entirely incorrect. Such practices reveal GAO's complete lack of understanding the total management of vocational education in the states.

The funds in question are used to manage the entire program for vocational education throughout the state for all parts of the Act including Parts A, B, C, D, F, G and H. Percentages calculated only against Part B, as illustrated in the finding on page 10 of the report, will produce unrealisticially high figures not understood by persons unfamiliar with the facts. This is supported by various news reports occurring at the time the report was released such as:

1. "Moreover, GAO told Congress, state agencies have kept too much federal money for themselves . . ." which appeared on page A10 of the *Washington Post* on January 8, 1975.

2. "And, GAO, asserts, state vocational agencies—largely because existing federal law contains no limits—have spent an average of 16% of federal funds, some $63 million in 1973, to pay for administration or other costs that do not directly benefit students". This account appeared in the *Washington Star News* on January 7, 1975.

3. "Pennsylvania is in poor company in the GAO report, which was based largely on field surveys in seven states. . . ." "States were found to be top-heavy on administration . . ." these remarks were reported in the *Evening Bulletin* on January 21, 1975.

Unfortunately, too often newspapers tend to accept GAO reports as having the force of law rather than charges largely unsupported by the facts. Nevertheless, the damage has been done. Screaming headlines are almost always unretractable.

Now let us look at the facts as they relate to Pennsylvania concerning this finding. Using the same fiscal year contained in the example cited on page 10 of the report (1973), an entirely different picture emerges.

Pennsylvania expended $4,741,581 for ancillary services to support all management functions under all parts of the Act including all programs, services and activities indicated on pages 3 and 4 of this response.

Simply stated, our office is in the business of converting undeveloped manpower resources into skilled manpower resources for entry-level occupations. That's what vocational education is all about. It is a production enterprse, with one important distinction. It does not directly operate the sources of production, i.e. the schools. Despite this tremendous constraint, it must assume the same basic management functions as if it did control the sources of production. Here are some of those management functions:

Establishing/influencing program goals and objectives.
Establishing/communicating policies and guidelines.
Establishing/applying program approval standards.
Collecting/reporting program descriptive information.
Identifying/solving problems concerning objectives.
Forecasting/projecting program characteristics.
Planning changes related to program objectives.
Reporting information to other agencies.
Coordination of planning with other agencies.
Researching for solution to basic program problems.
Evaluation of vocational programs re: objectives:
Controlling the quality of vocational education.
Processing applications for special funding.
Establishing internal standard procedures.
Reimbursing local educational agencies.
Organizing for the accomplishment of objectives.
Providing advisory/consultative support to the field.
Budgeting available vocational education funds.
Stimulating change through information dissemination.
Planning/controlling construction of new facilities.
Assessing short and longterm manpower requirements.
Assessing short and long-term manpower resources.

The list is not exhaustive. All the functions listed, however, are necessary for good program management. Moreover, they are implied if not expressly mandated in the Act and our own State Plan.

The $4.7 million figure represents 19.8% of our total Part B Allotment. However, as the services represented by these funds extend to all parts or categories of the Act, a more appropriate percentage should be calculated against our entire expenditures for all parts. Using this base the percentage drops to

15.9%. The $4.7 million includes all ancillary services, only $2,199,270 of which was expended for administration at the state level. Using this figure as being representative for administrative costs, the percentage drops to 7.8% when calculated against our total federal allocation. Even more representative, we can say that *the state office administered to a total statewide vocational program with a total expenditure of almost $170 million in federal, state and local funds while holding administrative costs at the 1.7% level* ($2,199,270—$169.1 million).

I know of no other federally supported program which returns so much in cost/benefit terms. How can the Comptroller General have presented such a misleading picture? To say that these funds do not directly support the pupils and programs in the local educational agencies is totally false; without such services there would be no programs, no pupils, no vocational education, no manpower development.

Finding.—Proportion of Federal funds expended for administrative type activities has been increasing.

Response.—This is true. As a matter of fact, the response to this finding is obvious. It describes so well the inconsistencies of the findings, conclusions and recommendations. The report states, "Nationwide, the proportion of Federal Part B Funds spent for administrative-type activities has been growing at a greater rate than the proportionate increase in Federal funding . . ." It would be more appropriate to restate the sentence, "Part B funding has not been increased in proportion to the many additional responsibilities and assignments thrust upon the states by the latest federal legislation, U.S.O.E. guidelines and audit recommendations." For example:

1. The 1972 amendments provided for bringing volunteer fireman training and industrial arts programs under the provisions of P.L. 90-576 but did not provide additional funding to supplement the many additional administrative activities associated therewith.

2. Two GAO studies and a recent U.S.O.E. audit have strongly recommended increased services at the state level such as development of this, increased monitoring of that, further coordination of this and more thorough evaluation of that—all without increased funding to provide for the services demanded. Practically every conclusion and recommendation in the G.A.O. Report would require considerably greater effort exerted at the state level. Not only is there no recommendation to increase the funding level to support these activities, but instead a recommendation that Congress should consider, "setting a limit on the amount of Federal funds that can be retained at the state level. . . ."

Finding.—Ratio of state and local support to Federal Part B support.

Response.—Pennsylvania is proud of the fact that our ratio of state and local support for vocational education considerably exceed the federal support which is another example of the catalytic role played by the federal dollar. In 1970, Pennsylvania expended $6.55 in state and local funds for every Part B federal dollar expended. By 1973 this support had increased to $7.08—an increase of almost 10% in just four years. I am aware of no other federal program which has stimulated such a responsive attitude by the public.

Finding.—Persons with special needs have not been given a high priority.

Response.—Again, the finding is not supported by fact insofar as Pennsylvania is concerned. The Act states that 15% of the Part B funds must be expended to support programs for the disadvantaged and 10% for the handicapped. While the national average for the disadvantaged category ranged from 16.0% to 17.1% from 1970 to 1973, Pennsylvania's range was from 18.9 to 19.8 for the same period. In 1973 alone almost $4 million were expended on programs for the disadvantaged.

In the handicapped category, the national range was from 8.2% to 11.1% for the four-year period, while our range was from 9.6% to 16.6%. It should be noted that the 9.6% figure reported for 1971 did not include funds carried over and expended during the next fiscal year as provided by the Tydings Amendment. The actual final percentage did exceed the mandatory set-aside.

During the period from 1970 to 1973 enrollments in programs for the disadvantaged have risen from 31,549 to 36,034, an increase of 14.2%. Enrollments in programs for the handicapped increased from 2,623 to 13,434—over 400%.

The Comptroller General's contention that persons with special needs have not been given a high priority is incorrect insofar as Pennsylvania is concerned.

Another important point must be made here which I am not sure the Comptroller General has considered in evaluating vocational education's response to the needs of the disadvantaged and handicapped. In compliance with the Act, the regulations and U.S.O.E. guidelines *the enrollment figures reported by the states (and the funds) reflect only upon those persons who received services by virtue of their not having been able to benefit from enrollment in the regular programs.*

For example: the 36,034 disadvantaged persons and the 13,434 handicapped persons reported by Pennsylvania in 1973 included only those who could not succeed therein or were enrolled collectively in a special program to meet their needs. Those persons who did not require such services are not reported; therefore, a handicapped person with only one arm, for example, may not have been reported if enrolled in a curriculum such as accounting and bookkeeping which did not require modification of tools, equipment or other resources. This, of course, would be reflected in the use of funds as well. The true test is not whether a person merely has the characteristics of being either disadvantaged or handicapped, but whether funds were required to overcome the condition. The regulations state that special needs pupils should be enrolled in regular programs wherever possible.

The actual number of disadvantaged or handicapped persons *served* by vocational education are undoubtedly much greater than reported.

Finding.—Increased funding has not necessarily resulted in increased enrollment.

Response.—The G.A.O. report assumes that for every dollar allotted to the states since 1964 there should be a corresponding proportionate increase in enrollments. This reasoning does not recognize the significant changes brought about by the 1968 Amendments which placed considerable emphasis on the quality of vocational education as well as the quantity and encouraged development of supporting activities long overdue such as increased construction of area vocational schools, guidance, placement, evaluation, special programs, information and reporting systems, labor market studies and research and development. We are not solely in the business of producing students like candy bars in assembly line fashion using the same old recipe, the same old equipment in the same old plant. We are constantly trying to improve our recipes (curriculum), our equipment (to stay current with the machines and tools used in industry) and our facilities. We don't think Congress and the public would approve anything less than our best efforts toward these objectives.

The report makes what purports to be a strong case relating increased total federal support of over 500% since 1964 with corresponding enrollment increases of somewhat less proportion for the same period. It is unrealistic to take this approach as a portion of those funds are earmarked specifically for support activities such as research, construction, etc. A more meaningful approach would compare program dollars with enrollment trends in areas more closely associated with program operation. An example would be Part G, Cooperative Education, the dollars of which flow directly in to program expansion. In 1970 Pennsylvania expended $390,876 under Part G. This increased in 1974 to $688,239—an increase of only 75%. Enrollments for that same period, however, increased from 915 to 6629 or over 600%. Work Study, Part H, is another program wherein resource dollars are tied more directly to program production. Here funds increased only 87% from $232,906 to $428,619 while enrollment increased about 350% from 669 to 3006.

Again, the Comptroller General has reported misleading and distorted statistics; however, even by the standards adopted in the report, Pennsylvania's vocational enrollment achievements are impressive. During the period from 1964 to 1973 our total enrollments increased from 106,848 to almost 370,000. Even more impressive our secondary enrollments increased from 51,383 (about 11% of the secondary school population) to 223,000 or 44% of the secondary students in grades 10 through 12. It should be pointed out as well that diversification of program offerings (different occupational training curriculums) increased from about 50 to 150 during that same period. This is due largely to the area vocational school development which permits much more flexibility of offerings than does the individual high school atmosphere. Pennsylvania is justly proud of this record.

Finding.—OE monitoring has been inadequate.

Response.—We feel the services provided by the region office and the USOE have been outstanding when one considers the extreme hardships under which it has been necessary for them to function. They have been under the same limited staffing conditions as have many of the states. If the recommendations of the G.A.O. report are adopted without increasing the resources necessary to carry them out, the proposal is self-defeating.

Conclusion.—". . . Federal assistance for vocational education has not fully achieved the catalytic effect envisioned by Congress."

Response.—We believe this conclusion is totally unsupported by the findings as demonstrated in this report.

Conclusion.—". . . the heavy emphasis which states have placed on maintaining existing programs has been deterimental to developing new initiatives which we believe the Congress also intended."

Response.—We believe this conclusion is totally unsupported by the findings as demonstrated in this report.

Recommendation.—The Congress, in its deliberation on VEA, should consider:—Setting a limit on the amount of federal funds that can be retained at the state level, as provided in other Federal education legislation, so that these funds can be made available for direct services to program participants at the local level.

Response.—This recommendation illustrates GAO's misunderstanding that the funds in question are not, in many cases, "retained at the state level:" and a misunderstanding of the use of such funds as they relate to serving the local educational agency and program participants. The lack of accountability of other federal programs which release funds directly back to the local level without proper guidelines, monitoring, planning, supervision and evaluation should be ample evidence of the need to question this recommendation.

In addition, the recommendation (1) totally conflicts with the Act and (2) with many of the other recommendations contained in the report in such proportion that it is strong evidence of the lack of continuity exercised throughout the entire report.

1. Conflicts with mandated and assigned state-level responsibility of the Act and regulations:

a. PL 90-576, Part B, Section 123 (a) (pages 10, 11, 12, 13). Any state desiring to receive (funds) . . . shall submit a state plan . . . which meets the requirements set forth in this title.

(1) . . . prepared in consultation with the state advisory council . . .

(4) sets forth a long-range plan . . .

(a) . . . prepared in consultation with . . .

(b) extends over such period of time . . .

(c) described the present and projected vocational education needs . . .

(d) sets forth a program of vocational education objectives . . .

(5) sets forth an annual plan . . .

(6) sets forth in detail the policies and procedures . . .

(7) provided minimum qualification of teachers, teacher trainers, supervisors . . .

(8) provides for entering into cooperative arrangements . . .

(9) provides for the development of vocational education programs, services and activities . . .

(10) provides that effective use be made of results . . .

(11) provides assurance that Federal funds . . . will be used for . . .

(12) sets forth such fiscal control and fund accounting procedures . . .

(13) provides that any local educational agency dissatisfied . . .

(14) provides assurance that the requirements . . . on all construction projects . . .

2. Conflicts with other recommendations in the report:

a. Page 20—requiring states to use . . . funds . . . to improve planning process . . .

b. Page 36— . . . to establish a process for planning . . .

c. Page 66—establish a set-aside for cooperative arrangements to expand vocational offerings . . .

d. Page 67— . . . to provide for eligibility of recipients of Federal funds to acquire Federal excess property.

e. Page 90—requiring that Federal funds . . . be used for those skill areas . . .

f. Page 90—requiring that work experience . . .

g. Page 90—requiring that schools take responsibility for job placement . . .

It should not be concluded that we are in disagreement about the value of the recommendations listed: we favor and welcome many of them. We list them simply to point out that it is inconsistent logic to recommend increasing the state's activities and service while at the same time limiting the resources required to comply with them.

Recommendation.—The Congress, in its deliberations on VEA, should consider: Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process.

Response.—We agree, and we have used a portion of our ancillary funds for the development of a State-wide Vocational Education Management Information System (VEMIS). However, it should be noted again that the use of these funds were the subject of considerable question by the Comptroller General which resulted in a recommendation to limit the use of such funds.

Recommendation.—The Congress, in its deliberations on VEA, should consider: Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of funds that can be used to maintain existing activities.

Response.—We concur with the general concept that federal funds should be used primarily for expansion and for development of new programs. As illustrated earlier, in 1973 only 18% of our Part B funds were used for approved projects to maintain programs. However, we would caution that setting some kind of arbitrary limit for such purposes is not in the best interests of the various states to exercise professional judgment on this matter. Costs are soaring at a rate that is currently incompatible with revenue production on the state and local levels. It may be counter-productive not to maintain certain proven programs at the expense of initiating new unproven ones. In Pennsylvania, we recognize the wisdom of shoring up the mine passageways before digging for more ore to forestall the danger of a cave-in which might render us incapable of getting the new ore out.

We believe the decision on the composition of the projects as it relates to maintenance, extension and improvement, and initiation of new programs should remain within the judgment of the various state professional staff in coordination with the local educational agency.

Recommendation.—The Congress, in its deliberations on VEA, should consider: Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped, if the Congress believes these two groups should receive priority attention in the utilization of Federal funds.

(a) Requiring states to match set-asides for disadvantaged and handicapped at the same level they are required to match regular Part B funds (50–50), thereby insuring state and local involvement in and commitment to these efforts.

(b) Increase the percentage of the set-asides for the special need categories.

Response.—Requiring states to match disadvantaged and handicapped funds on a 50–50 basis or increase the percentage of the set-asides may be counter-productive. Local educational agencies, many of which already support budgets of several millions of dollars, may find it increasingly difficult to emphasize high risk programs for the disadvantaged and handicapped while at the same time attempting to support the increasing costs of regular programs. Federal support is viewed as an opportunity to offer programs which might otherwise not materialize as the demands placed on scarce financial resources increase at geometric proportions.

While we recognize that high priority should be placed on programs for special needs persons, we feel further restrictions attached to the use of funds provided for that purpose might be self-defeating in the long run.

Chapter Three

How Is Vocational Education Planned?

Rather than react to each finding, conclusion and recommendation related to Federal, State and Local planning activities, general response will be applied to this issue.

While we do not concur with many of the findings and conclusions of the report as they may relate to Pennsylvania, nevertheless we agree that there may be room for improvement in the planning process. To assert, however, that state plans are largely compliance documents, that systematic assessment of needs does not take place, that multiple jurisdictions operate in virtual isolation and that data for evaluation is inadequate or unused, overlooks the tremendous efforts applied to these activities and the accomplishments already achieved. Moreover, to suggest limiting resources required to further our efforts in these areas by limiting the funds used for these purposes is evidence of the conflicting philosophy which permeates the report.

Pennsylvania has taken a leadership role in establishing a management base for planning as indicated by the following:

1. *Regional Planning Concept.*—Recognizing the need to approach planning on a regional rather than a more local or myopic basis, Pennsylvania's State Board for Vocational Education, in 1970, approved the *Planning Unit Concept* by dividing the state into 87 planning areas currently consisting of 650 comprehensive schools in 504 school districts and 76 administrative units operating 92 area vocational-technical schools. The planning units were developed around the area vocational school attendance areas or county boundaries where attendance areas had not yet been established.

A list of the composition of the planning units is contained in Appendix A.

A series of annual planning unit meetings is conducted in the early Spring of each year following Federal fund allocations to the planning units and prior to preparation of local budgets. Chief School Administrators of school districts and area vocational-technical boards participate in the meetings (which may continue over a period of several months) and plan the utilization of Federal vocational funds to meet the needs of students within their respective jurisdictions and labor market needs consistent with the current and projected State Plans and Guidelines. Pennsylvania Department of Education Vocational Field Consultants attend all meetings to serve as resource persons and insure compliance with current guidelines.

The plans and priorities adopted by the Planning Units are translated into specific propects for regular, disadvantaged and handicapped pupils and proposals are submitted against the Part B regular allocated funds and other special category funds made available at the State level. The State Regional Office for Vocational Education review all proposals for adherence to the guidelines and forward them to the state office for final approval or rejection.

A copy of the current guidelines is included in Appendix B.

In addition to the supply-demand information made available to local educational agencies through the state office, many planning units have conducted their own studies to determine the most feasible mix of skill training to satisfy local labor market requirements. Extensive studies were conducted in the Lehigh Valley area, Lancaster County, Lebanon County, Erie County, Northampton County, Clarion County, Bedford County and in the labor markets surrounding Pittsburgh and Philadelphia.

To our knowledge, Pennsylvania was one of the first states to incorporate a systematic approach to regional vocational planning to:

a. Reduce or eliminate duplication or gaps in planned programs.

b. Provide a broader base for the expenditure of Federal funds.

c. Bring local administrators together in an atmosphere of examining common problems and accomplishments associated with vocational planning.

d. Articulate the needs of pupils and the labor market on the secondary, postsecondary and adult levels.

e. Assure that systematic assessment of needs does take place.

f. Assure that multiple jurisdictions do not operate in isolation by inviting participation by other levels of educational institutions, other manpower programs and representatives of business and industry.

The Comptroller General's contentions that, "systematic ongoing assessment of needs does not take place," and "multiple jurisdiction operates in virtual isolation," does not apply insofar as Pennsylvania is concerned.

2. Pennsylvania has developed a computerized Vocational Education Management Information System (VEMIS) which is based on a comprehensive manpower conversion equation. Simply stated the equation recognizes a need to balance supply (trained manpower) with demand (Labor market needs) by converting undeveloped and underdeveloped manpower (secondary, postsecondary and adult target groups who can benefit from occupational competency

development) to trained manpower possessing marketable skills for entry-level positions.

The system collects, analyzes, controls, interprets, classifies, compares and reports data an information on students, teachers, facilities, curriculum and expenditures on programs in secondary high schools, area vocational-technical schools, community colleges, university branch campuses, private business and trade schools, special education institutions and apprenticeship training programs. Over 240 directories and reports are published annually for use by State and Regional manpower planners to evaluate and redirect Pennsylvania's resources for vocational education.

In addition, the system conducts an annual state-wide follow-up survey directly with the graduates in the field following completion of their training. Individual school reports based on survey findings are distributed to all schools included in the system, as well as printouts listing all graduates found to be unemployed at the time of survey.

Project Baseline, in a nation-wide review of state information systems conducted in 1972, stated that, "*Quite possibly Pennsylvania has the most complete, most reliable, and most useful vocational education information system in the United States.*"

A unique function of the system developed during 1974 and placed in operation in early 1975 is a Computer Assisted Placement Service (CAPS). This service is provided to all schools and employers in the state. Employers are surveyed to determine their requirements for entry-level workers; the results are matched with a survey of prospective graduates' career plans. Then "CAP-O-Grams" are sent to the employers listing students who will soon complete their occupational training and will be seeking full-time employment in the fields in which the employer earlier expressed an interest.

We are extremely proud of Pennsylvania's efforts to develop and place in operation a management information system which could well serve as a model for a national system.

A description of the VEMIS system and the CAPS service is included in Appendix C.

The Comptroller General's contention that, "data for evaluation is inadequate or unused," is incorrect insofar as Pennsylvania is concerned.

3. The development of the State Plan in Pennsylvania is a constantly ongoing cycle—from planning to preparation to implemention to evaluation and redirection to planning. . . .

Our State Plan is prepared in consultaion, cooperation and coordination with the following agencies and organizations:

a. *The Vocational Administrators of Pennsylvania (VAP)* is an organization consisting of local directors of vocational education. We meet with this group each month to inform them of any changes in policy or procedures at the state level and to seek their suggestions for improving current and future planning. They have had input in the State Plan.

b. *The State Advisory Council for Vocational Education (SACVE)* is consulted each year for guidance in developing and preparing our State Plan. Council recommendations contained in the previous year's evaluation of the State Plan are considered in preparing the next plan. An excellent example of the cooperative effort is illustrated in the 1974 council evaluation report which is included in Appendix D. Monthly meetings are held with the Council to review vocational programs, services and activities.

The Comptroller General's contention that state advisory council evaluations are limited, or that their recommendations are not considered in preparing the state plan, is incorrect insofar as Pennsylvania is concerned.

c. *The Governor's Office of State Planning* is consulted for evaluation of the State Plan and must provide written certification of such coordination each year.

d. Private business and trade schools, postsecondary and higher education special education and the area planning units all have varying degrees of input to the planning, development and preparation of the state plan by virtue of being agencies within the Pennsylvania Department of Education and/or other close working relationships established for that purpose.

e. *The Department of Labor and Industry and the Bureau of Employment Security* are consulied each year prior to preparation of the State Plan. Our manpower office in the Research Coordinating Unit works closely with them in continuing to update labor market needs and other data for planning vocational education programs.

f. *The State Department of Commerce* is working with us to develop a major public relations exort to attract industry in to Pennsylvania. As the project develops, we anticipate information and activities will be reflected in our total planning function.

The Comptroller General's contentions that, "State and Local plans reflect compliance rather than planning." and that, "multiple jurisdictions operate in virtual isolation." is incorrect insofar as Pennsylvania is concerned.

In summary Vocational Education is being business and demands comprehensive planning if it is to achieve the monumental tasks thrust upon it. Pennsylvania has developed a planning process which we believe is second to none in the nation. Planning is dynamic and is constantly changing as new demands are placed on us and we see need for improvement. However, the Comptroller General would have us believe that the tremendous accomplishments brought about in the last decade somehow "just happened" without effective and efficient Federal, State and Local planning. The record of achievements in no way supports this contention. Current curriculum diversification is three times greater than in 1963, current enrollments are five times greater and we have 76 administrative units operating 92 area vocational-technical schools which were non-existent in 1963.

Chapter Four

How Are Federal Vocational Education Funds Distributed?

The statements in this chapter are another excellent example of the negative attitude assumed by G.A.O. in conducting this survey. The Comptroller General attempts to portray intent that is not stated in the Act or regulations and then attacks the states for not having complied with *his interpretation.*

The report does correctly state that four basic criteria should be considered in determining and allocating funds for maintaining, extending and improving vocational education education program services and activities:

1. Manpower needs and job opportunities.
2. Vocational Education needs of persons to be served.
3. Relative ability of LEA's to provide their own resources.
4. Relative costs of program services and activities.

It goes on to say, however, that. . . "There is no guidance with respect to the relative importance of these criteria." *Did Congress intend to stipulate any criteria as having greater relative importance?* Or did Congress believe the states could best determine this? It is not clear to whom that statement is directed—to Congress to OE or to the states. The report further states that, ". . . OE has tended to look upon this area as a state responsibility," as though this is somehow incorrect.

Nowhere in the Act or the regulations is specific information provided as to how these criteria are to be satisfied, nor is there a specific demand placed on OE to make that determination. Instead, a procedure is outlined whereby the several states, as presented in their state and approved by OE, shall make that determination consistent with the most appropriate data and information available. We believe the states have admirably adhered to the conditions as set forth in the Act—each state applying the criteria based on sound professional judgment as it relates to their specific internal environment.

Pennsylvania has developed a computerized program for determining and distributing Part B regular funds to the area planning units described earlier as follows:

1. Manpower needs and job opportunities

a. Areas of high unemployment are given priority in the computations.
b. Areas with high training needs are given priority.

2. Needs of persons to be served

a. Areas of high concentration of disadvantaged persons are given priority.
b. Areas of high concentration of handicapped persons are given priority.
c. Areas of high concentration of school dropouts are given priority.

d. Persons in high school in need of vocational training are given priority.

e. Areas with high concentration of persons seeking rehabilitation services are given priority.

3. Relative ability of the LEA to provide resources

a. Areas of low tax base are given priority calculated on market value of real estate and personal income.

b. Economically depressed areas are given priority.

4. Relative Cost of programs, services, and activities

a. LEA's with high educational costs for services materials and salaries are given priority.

These data elements are fed into the computer which is programmed to award point values to LEA's compared to the relative standing for all other LEA's for the element being tested. Funds are then allocated to the planning units based on that planning unit's total needs relative to all other planning units. Guidelines for the use of funds are distributed and presented to the planning units by state vocational education field consultants as described in response to the chapter on planning.

Again, the record should speak for itself. In over five years of using this method for distribution of funds, not one planning unit or local educational agency has found it necessary to take advantage of the provision in the Act to ask for a hearing to dispute this method of funds distribution. We believe this to be ample evidence of the fair and equitable manner in which we are adhering to the provisions of the Act and regulations. However, even with so strong a commitment to the creteria contained in the Act and with our enviable record of undisputed allocations, G.A.O. somehow found it necessary to question our practices (on page 44 of the report) wthout justification or constructive criticism of how to improve upon it. The computer programming, printouts and data inputs were in the possession of the auditors for several weeks for "analysis purposes." When they were returned, we asked what their analysis had revealed as we are constantly striving to improve our methods. Their response was evasive and non-committal. Now I find in reading the report, that "one state used several questionable factors . . ." which is undoubtedly a reference to our method. The so-called "questionable factors" were explained thoroughly and satisfactorily at the time of our presentation to them on the computerized programming.

Again the Comptroller General has chosen to dramatize issues which had been completely and satisfactorily defended during the period of the survey and has ignored our response in favor of presenting it in a negative manner.

Chapter Five

How Are Training Resources Used?

Meeting the nation's manpower needs is undoubtedly our most pressing domestic issue and fuller utilization of facilities and other resources must be achieved if we are ever to solve that issue.

The states have experienced the same problems that are readily apparent on the national level—attempting to pull together all these resources and point them toward the same objective. Vocational education has a major role in that goal, but it is inappropriate to lay at our feet the task of accomplishing that goal while, at the same time, limiting our authority to bring it about.

This chapter really only thrusts and parries at one aspect of the true issue. That issue is, "*What is the best delivery system for manpower dvelopment in the United States and who should be responsible for administering it.* The National Advisory Council, in its series of reports to Congress and the nation, saw the logic of strengthening the formal channels of our manpower delivery system by placing as much emphasis on the resources of the established educational systems (the schools) as was placed on a large group of federally funded crash programs. The Council compared our unemployment problem to a vast reservoir which seemed to be filling up faster than the crash programs could drain off the in-flow. They wisely saw an opportunity in the VEA to improve the nation's manpower problems by reducing the in-flow of untrained persons into that vast reservoir. Although it may seem inappropriate to say this during the current economically depressed period, I believe vocational education has risen to the challenge as illustrated by our many accomplishments stated earlier and we must look into the future for more long-term benefits uncontaminated by periodic recessions. We have within the tremendous constraints of federal and state laws and regulations, utilized every resource feasibly available to us to bring about a better trained labor force.

However, it is extremely difficult, at our level and with our restrictions and constraints, to solve all the nation's unemployment ills and bring about the total coordination of all manpower activities and resources.

I would ask the Congress, in its deliberations about VEA, not to expect that VEA is a panacea to all manpower problems and should not be expected to achieve many objectives for which it was not designed. I'm not sure the Comptroller General, in reviewing only one VEA manpower development program fully understands the complexity of the total environment. Accordingly, the Comptroller General's recommendations to Congress may be only half-measures, and I would urge the Committe to view VEA in perspective.

Now, how does the chapter relate to Pennsylvania? I will respond to several concerns about use of resources, facility sharing, and flexibility of program scheduling by pulling them together under a general description of program coordination and cooperation. The Pennsylvania Department of Education assists and provides services for manpower development to:

1. 504 school districts operating programs in 650 high schools.
2. 76 area vocational-technical boards operating programs in 92 schools.
3. 14 community colleges.
4. 18 branch campuses.
5. Approximately 300 private businesses and trade schools (38 of which have been approved by the department to award the associate degree).

In addition to the regular programs, many of these schools provide facilities for other federally funded programs such as CETA, and programs operated in cooperation with local business and industry for apprenticeship programs and other training for youth and adults. We conduct joint training programs for Youth Development Corps and correctional institutions both in our schools on a release-type program and in the prisons where that method is more appropriate. We share facilities with industry through our cooperative education programs which enrolled over 12,000 students in 1973 and in work study programs in the schools and community enrolling over 1,500 in 1973. Hospitals and other medical centers' facilities are used to provide training in health-related occupations.

In an attempt to provide for increasing needs of individuals and the labor market we have been experimenting with:

1. A diversified occupation school cooperative education program which enrolled 3314 during the 1973–74 school year.
2. A third shift in seven area vocational schools which operates after the regular school day has ended.
3. A twin-tech school which expands the regular program by splitting the school into two distinct sessions operating from Monday through Wednesday for one group of students and Thursday through Saturday for another group. Thereby doubling its capacity while utilizing the same facilities.

The Philadelphia School District utilized the facilities of the Philadelphia Navy Yard for Adult Training and in Williamsburg and Allentown secondary pupils share the facilities of the community college. Several school districts are using private schools in the area primarily in the field of cosmetology. Employers have donated equipment and tools in cases too numerous to mention. One illustration, however, is the equipment donated by a mining firm to the Admiral Peary AVTS for instructing pupils in the repair of mining equipment.

You will note I introduced these activities by saying the Department "assists and provides services to . . ." We do not operate the programs. We do not control or administer the programs. Local rights as they relate to the state are not unlike states' rights as they relate to the federal government. The activities and examples of shared facilities and resources all grow out of a desire and a need to cooperate and coordinate efforts toward the manpower development objective. We take advantage of every opportunity to share facilities by level of education. Some of our schools are operating around the clock, providing secondary education in the day time and postsecondary and adult training in the evening and throughout the night.

Construction of New Schools

I would ask the committee to read carefully the finding on "Construction of new school facilities is Favored" on pages 61 and 62 of the report. It illustrates again the questionable practice the GAO has employed throughout the report to cast discrediting shadows over a subject with little substance to support the finding. "Construction of new school facilities has been favored." Favored over what?—over the one- or two-shop facility deep in the bowels of the high schools of a decade ago? Yes, new construction was favored over that.—over small mobile units that travel from one school to another so that the "hands on" time is extremely limited. Yes, new construction was favored over that.—over closed circuit TV general theory instruction followed by shared use of facilities which limited "hands on" time for skill development? Yes, we favored new construction over that—over renovation of older buildings which would cost almost as much as new construction and be limited by the factors already inherent in that structure such as its uncentralized location to the various districts which would share its use, its rigid structure which was not adaptable to knock-down wall construction to allow more flexibility for future rennovation as priorities shifted, its incorrectable fire, health and safety hazards which made it uninhabitable for student use? Yes, we favored new construction over that —over using military and other government buildings many of which are ill-suited to the types of occupational programs required by labor market needs or which were on a "take it as it is basis" and did not meet state requirements for student use or which were available only on a "after regular" use which was incompatible with student scheduling requirements of the surrounding schools? Yes, even over that.

The Act specifically states that Part B funds can be used for construction of new facilities. Limits were not set because Congress realized that the several states were at varying levels of planned construction schedules and each state could best determine the Act as it was. Now, several years later, the Comptroller General would have us believe that Congress was wrong. He is interpreting the *intent* of *your* Act. If the G.A.O. report were truly a test against the letter of the law, it would prove that the states were 99 44/100% within the provision of the Act. But if the Comptroller General is allowed to prevail with statements like, "although there is no limit stated in the Act some states used 25 percent of their Part B funds for construction," then he is implying a limit should have been set. There is no way to second guess a Monday morning G.A.O. quarterback when you are out there on Sunday afternoon trying your best to play the game according to the rules.

The Comptroller General would have us believe that the state squandered away large sums of federal funds on construction of area vocational-technical schools without being accountable to the public. He must realize that it was the public who determined the use the funds for that purpose. He must realize that the states and local governments put up $7.50 of their own money for every federal dollar for the use of construction. During the period 1970-1973, Pennsylvania expended over $60 million for construction while using only $7.9 million in VEA funds. Moreover most building projects take upwards of five years of planning while the local officials and the public ponder all possible alternatives before using the money for new construction. How can the auditors possibly say, "we observed that allocation of Federal funds for construction in the states we visited was not necessarily contingent upon need factor or upon maximum use of existing facilities." (page 61, paragraph 3 under the heading in question). Where is the proof for this statement on which almost $70 million hangs in the balance in Pennsylvania alone? During a decade when one bond issue after another for general education was turned down by the public, it is a real credit to vocational education that the public recognized a need to support construction for vocational education. This should have been a strongly stated positive achievement in the report.

Although most of the vocational enrollments are still in the high schools, the area vocational-technical schools constructed with the assistance of federal funds now provide instruction in Pennsylvania for 78,943 secondary pupils, 2,892 postsecondary pupils, (most postsecondary programs are in the community colleges and branch campuses) and 35,724 adults in preparatory, supplemental and apprenticeship programs. Most of these programs would never have materialized without the AVTS network because individual school districts could not provide the support base in financial resources or in the size of the student body necessary for the diversification required by today's labor market.

Chapter Six

Is Training Related to Employment?

Finding.—Student enrollments have not been aligned with employment opportunities.

Response.—In Pennsylvania, all new or expanded vocational curriculums must be approved by the Department of Education before the LEA is eligible for State reimbursement for the pupils enrolled in the curriculum. One section of the approval package requires assurance that the curriculum has been planned in light of actual or anticipated opportunities for gainful employment, with the exception of useful home economics curriculums. The forms require information secured from local businesses and industries, the local craft advisory committee, the local BES office, state and federal manpower publications and local studies conducted to determine labor market needs and student interests. The approval package is completed in consultation with a regional office vocational field consultant and the state office senior program specialist in charge of that particular field of vocational education.

A copy of the approval package is included in Appendix E.

In addition, an extensive review of labor market needs is required as a part of the total education plan submitted for approval prior to construction of any new facilities.

Finding.—Ratio of completions to enrollments has been low.

Response.—G.A.O. completely misunderstands the relationship between enrollments and completions. Some states include grades 7 through 12 in their secondary enrollments, other states 9 through 12, and still others only grades 10 through 12. The ratio of completions will differ with state practice.

In secondary education, the completion ratio is consistent with enrollment trends. Most job-oriented curriculums are three-year offerings in Pennsylvania. In 1973, enrollments in these curriculums were 161,235 and completions were 55,587—almost exactly one-third of the three-year enrollments reported. G.A.O. is making a faulty evaluation of completion ratios.

Perhaps the auditors are misreading the federal reports submitted to the U.S.O.E. They may be comparing total enrollments (including home economics) with the follow-up report which excludes useful home economics graduates.

On the postsecondary level completion ratios are lower. There are at least two important reasons for this:

1. Although the average curriculum leading to the associate degree is two years in length for a full-time enrolled student, many students attend our community colleges and branch campuses on a part-time basis, sometimes taking as long as five years to complete the curriculum. Recent studies indicate many students work to support their college education.
2. Many students start their two-year curriculum with the intent of continuing enrollment in search of the associate degree, but later find they can secure a good job without completing the entire curriculum. An accounting major, for example, may quit to take a job after having completed three of the four required sessions. Since his reason for attending school was to secure employment, his basic objective was achieved and the degree was secondary.

Finding.—Students may not be employed in fields for which trained.

Response.—Again, G.A.O. may not be interpreting the data correctly. Not all program completers are available for full-time employment. Many continue their education, join military service, become homemakers or for other reasons are not available for placement.

In 1973, for example, 10,251 of the 55,587 secondary completers went on to higher education in Pennsylvania. Although most people consider vocational education to be terminal in terms of skill development for entry-level jobs, it is not the deadend many people believe it to be.

On page 72 of the G.A.O. report it states, "about *one-third* of those who completed secondary programs and *three-fifths* of those who completed post-secondary employed in fields related to their training." (italics supplied)

How do they reconcile that statement with their chart in Appendix IV which shows averages in the *70%–80%* range for those "employed full-time in field trained or related as percent of available to work"?

Finding.—Labor market needs have been neither fully nor realistically assessed.

Response.—We have utilized the BLS publications prepared according to the methodology presented in *Tomorrow's Manpower Needs* with some modifications adjusted for conditions applicable to Pennsylvania. Our Research Coordinating Unit has prepared a publication entitled *Planning Vocational Education Programs in Pennsylvania* which includes unmet labor market demand data for the twelve major areas and three minor areas in the state. State, regional and local manpower planners use the publication to plan program initiation, expansion and termination.

Finding.—Funds have not been used for planning data.

Response.—Pennsylvania has used Part B ancillary funds to develop and place in operation an information system. These same funds, however, were included in an earlier inconsistent G.A.O. concern for "funds retained at the State level."

Finding.—Work experience often has not been an integral component of vocational education.

Response.—We agree with the basic premise of the finding; however, as enrollments expand, it is increasingly difficult to locate adequate work stations in business.

It may be misleading to compare cooperative education enrollments with total enrollments. On the secondary level, for example, on-the-job training or cooperative education is generally delayed until the last year and often the last few months of training to take full advantage of the skills learned during participation in the earlier period of the curriculum.

In Pennsylvania the 1973 cooperative education enrollments of 11,860, when compared with twelfth-year enrollments, yield a figure of 17%—considerably higher than the 4% figure presented in the report.

Many cooperative programs are falling off because of the current general economic conditions. It is understandable that employers are reluctant to place trainees in work stations which could and should be filled by breadwinners during periods of economic recession.

However, we are continuing to explore new outlets in industry for placement of cooperative education pupils and have included this as one of the major priorities in our State Plan.

Finding.—Occupational guidance has not received adequate attention.

Response.—We concur with the finding and have taken advantage of every opportunity to encourage local administrators to strengthen the vocational guidance program. In 1973 alone, we expended $3,128,547 in federal, state and local funds to improve the guidance function. Pennsylvania has made application for the O.I.S. Grant to be used for joint preparation of an occupational Information and dissemination service by the Departments of Education and Labor and Industry.

As vocational enrollments approach fifty percent of the Secondary enrollments, we must place as much emphasis on vocational counseling as we do on academic counseling services.

Finding.—Schools have not routinely assumed responsibility for job placement assistance.

Response.—We agree this has been true in the past. In recent years, however, we have seen marked increases in placement services provided by the schools. As stated earlier, we have initiated the State-wide Computer Assisted Placement Service to help the schools improve their placement performance.

Finding.—Follow up of students and employers has been marginal.

Response.—G.A.O. states, at the bottom of page 81 of its report, "In the states we visited the existing vocational programs at all levels lacked adequate student follow up." I can't imagine how this statement could be made after having reviewed Pennsylvania's follow-up system. Since 1968 we have surveyed program completers on all three levels of education—secondary, postsecondary and adult preparatory.

Unlike most other states, we conduct a computerized annual state-wide follow-up survey directly with the graduates in the field several months following graduation. Results of the follow-up are fed back to the local educational agency in a series of individualized school reports for improving and redirecting program activities. Last year we conducted seven different follow-up surveys simultaneously—one for the program completers and one for the drop outs for all three levels of education plus a longitudinal five-year-out follow-up of the 1970 secondary class to gather more information on mobility patterns.

We are extremely proud of our pioneering efforts in the area of computerized follow-up surveys and view with interest the fact that about two dozen states have now adopted similar systems.

Recommendation.—The Congress, in its deliberations about VEA, should consider: Requiring that Federal vocational funds directed to LEA's for programs be used for those skills for which existing or anticipated job opportunities, whether local, regional, or national, can be demonstrated.

We agree with the general intent of the recommendation, but caution Congress that it is the most difficult task we face. The Act already says we should provide vocational education to all persons of all ages but consistent with actual or anticipated labor market needs. There is often a conflict between the educational program people wants and what the labor market data indicates they should have. What does a vocational planner do when labor market data says he should increase programs to train store clerks or nursing aides when prospective trainees do not want to work in jobs offering substandard wages? And what does the planner do when the labor market data indicates a need for only 5,000 auto mechanics but 10,000 students want to enroll? Which ones should be turned away? And who will answer to the taxpayer whose child was not allowed to enroll because adequate labor market need could not be demonstrated?

The recommendation should not be seriously considered by Congress because:

1. It is alrady contained in the current Act and regulations.

2. It is impossible to accurately evaluate any state on compliance. The labor market is extremely fickle; it changes rapidly and without reasonable prior indication.

3. It is impossible to use local, state and national labor market needs without some kind of immediately responsive central control center. Suppose, for example, that national studies indicate a need for 1,000 piano tuners. Now Pennsylvania, Ohio, New York and California all decide to train 500 piano tuners. The net effect is an over supply of 1,000. We are experiencing this same difficulty on the state level in Pennsylvania. Our manpower conversion equation can only be a model or goal toward which we continue to move. We cannot expect ever to reach a perfect equilibrium. To hold the states responsible for doing so is unrealistic and improper.

Recommendation.—Requiring that work experience be an integral part of Part B programs to the extent feasible.

Response.—We agree and have been increasing our involvement in this activity.

Recommendation.—Requiring that schools take responsibility for job placement assistance and follow up in federally supported vocational education programs.

Response.—We concur with the recommendation.

JEFFERSON COUNTY PUBLIC SCHOOLS,
Louisville, Ky., February 18, 1975.

Representative CARL PERKINS,
Chairman,
House Education Committee,
Rayburn Office Building,
Washington, D.C.

DEAR CARL: I am enclosing a report on the status of Vocational Education Programs in Jefferson County Schools. This information is sent you because I am aware of the recent unfavorable publicity generated by the GAO Report dated December 31, 1974.

I hope you will continue your strong support for Vocational Education because of the great need for trained Americans. If you have any questions, please let me know.

Sincerely,

E. C. GRAYSON,
Superintendent.

Enclosure.

REPORT ON STATUS OF VOCATIONAL EDUCATIONAL PROGRAMS

We have three Vocational Schools, Pleasure Ridge Park Vocational, Fairdale Vocational, and Mill Creek Vocational Rehabilitation Center. At the beginning of the Fall quarter this year we had a total enrollment in these three schools of 1,303 students taking a Vocational Curriculum in one of 24 different areas of instruction; 14 of these areas of instruction are in the Trade and Industrial Education field and one in Law Enforcement. We are anticipating Westport Vocational to open in September 1975, and will have ten vocational areas of instruction; eight of these will be in the Trade and Industrial field. Westport Vocational will provide for a minimum of 360 students the first year for a total of 1,663 in these four schools. A list of all these courses is included. Some of these instructional areas are duplicated between schools.

In addition to the Vocational schools, we have large Vocational programs in our High Schools. These are limited to Vocational Home Economics, Vocational Distributive Education and Vocational Business and Office Education. The present enrollment in our Vocational Business and Office Program in our High Schools is 4,060 full time vocational students and 330 additional Vocational Business and Office students who are on a half day cooperative work experience program. These students are working in Busines and Offices in the Metropolitan area. We have developed a Model Office training program with a total of 304 Vocational students. This is a grand total of 4,694 full-vocational Business and Office students. Noteworthy, is the fact that we have 8,106 students using the training facilities in the Vocational Business and Office Education program who are not classified as full-time Business and Office students.

2,124 students are enrolled in Vocational Distributive Education with an additional 350 students on a half day cooperative work experience program in various retail and wholesale businesses of the Metropolitan area.

We have two types of Vocational Home Economics programs. In Vocational Home Economics (useful), we have 7,624 students who are enrolled in 13 High Schools. In Occupational Home Economics (gainful), we have 136 students enrolled.

In addition to our regular program, we conduct an annual Career Institute during the summer for students who are identified as disadvantaged. The average enrollment for the Institute is 74 students. We have a number of programs for disadvantaged students in addition to the Institute that are conducted in the High Schools. These range from tutorial programs to programs dealing with dress, attitude, etc. 362 students are enrolled in these programs.

Our students in Health Careers do not participate in a co-operative program although they are required to get clinical experience in a Health Care facility. Sts. Mary and Elizabeth Hospital has signed an agreement with us to provide this experience. 100% of the students graduating in Health Careers have been placed on a job for which they were trained or are enrolled in an Associate or B. S. Degree program in Nursing.

Vocational programs in Business and Office, Distributive Education, Home Economics, and Health Careers are offered those students who are wards of the State in school at the Kentucky State Reception Center and Lynwood. These programs receive financial support through funds for the disadvantaged. Also supported through these funds are two vocational evaluation centers (one mobile).

Vocational facilities in the Jefferson County schools are used extensively for Adult Education programs. 4,638 adults were enrolled in 325 classes in useful Home Economics this year. 450 adults were enrolled in Occupational Upgrade Home Economics classes. In addition to the regular facilities, two Homemaking Drop-in Centers are open for adults, these two centers have served 1,672 adults this year.

One of the most succesful programs from the standpoint of not only helping students in a realistic way but in freeing facilities for more students, is our cooperative program in the Vocational Schools. This is especially true in Trade and Industrial Education. 281 students are co-oping in Trade and Industry classes this year. These students are getting this experience in 198 different businesses. This program is not only educationally sound but the high placement results are most encouraging. Almost 100% of the students were placed on the job after graduation in areas for which they were trained.

Placement rate for seniors who graduated with Vocational Training is extremely high. In fact, virtually all the students of Pleasure Ridge Park and

Fairdale Vocational Schools who were available for employment were placed in a job for which they were trained. Our graduates in the field of Business and Office Education were also readily placed. Specifically, placement rates in this area were about 70% but it must be kept in mind that more than 20% of the students graduated went on to college. In other words of those available for placement more than 90% were placed on jobs for which they were trained.

The following is a list of the courses taught at the Vocational Schools in Jefferson County:

- Appliance Repair
- Auto Body
- Auto Mechanics
- Building Maintenance
- Business and Office
- Carpentry
- Cashier and Checker
- Commercial Foods
- Distributive Education
- Food Services
- Graphic Arts
- Health Occupations
- Home and Community Services
- Horticulture
- Mechanical Drafting
- Machine Shop
- Masonry
- Postal Service
- Plumbing
- Refrigeration
- Residential Electronical Wiring
- Welding

JEFFERSON COUNTY SCHOOLS PROGRAM—VOCATIONAL EDUCATION

Vocational students enrolled in trade and industrial, horticulture, and health careers at Pleasure Ridge and Fairdale Vocational Schools	1, 050
Handicapped students in full vocational programs at Mill Creek Vocational Rehabilitation Center	253
Vocational students enrolled in:	
Business and office programs	4, 060
Model office programs	330
Vocational students enrolled in distributive education programs	2, 124
Vocational students enrolled in home economics programs both useful and gainful	7, 760
Vocational programs for disadvantaged students:	
(1) In various high schools	436
(2) Work-study programs for disadvantaged students	154
(3) Vocational programs in youth development	105
(4) Students committed by courts to Lynwood and the Reception Center	181
Cooperative vocational students:	
(1) Business and office	304
(2) Distributive education	350
(3) Trade and industry	281
Total	961
Health careers: Clinical experience in health care	58
Adults enrolled in vocational programs in evening classes	5, 088
Adults enrolled in vocational programs in drop-in centers	1, 672
Grand total	24, 232

AKRON PUBLIC SCHOOLS,
Akron, Ohio, March 29, 1975.

HON. CARL D. PERKINS,
Chairman,
House Subcommittee on General Education,
U.S. House of Representatives

DEAR CHAIRMAN PERKINS AND SUBCOMMITTEE: The General Accounting Office (GAO) recently published a report on vocational education. After reviewing the GAO report, we find many inaccuracies and fallacious remarks that are detrimental to vocational education. We wish to respond briefly to just a few of the more significant points that do not reflect accurately the Akron City Schools' vocational education program.

The responses are directed to the sections of the Comptroller General's Report to Congress entitled "Matters for Consideration by Congress."

CHAPTER 2

Finding VI.—Increased funding has not necessarily resulted in increased enrollment.

Response.—Since additional vocational education funds have become available, secondary school enrollment in vocational programs alone has increased from 450 students in 1965 to over 4,200 in 1975 in the Akron City Schools.

CHAPTER 3

Finding I.—State and local plans reflect compliance, rather than planning.

Response.—In moving from approximately twenty units in 1965 to over 144 units in 1975, much local planning has resulted in quality vocational facilities and programs. Input has been provided by many advisory committee members, The Employment Service, school administrators and staff members, and the Ohio Department of Vocational Education. These resources have assisted the Akron City Schools in developing a well-planned vocational education program.

Finding V.—Data for evaluation is inadequate or unutilized.

Response.—Evaluation of vocational programs has become much more sophisticated in the last few years. Three examples are cited:

A. Program Review for improvement, Development, and Expansion of Vocational Education (PRIDE) is providing every school system in Ohio with a means to evaluate in-depth all vocational programs every five years by community members and educators.

B. Advisory committee members are annually providing Akron with firsthand input on program evaluation.

C. Annual followup of all recent high school vocational graduates is providing good data for program effectiveness and evaluation.

CHAPTER 5

Finding I.—Schools only consider their own facilities.

Response.—The Akron City Schools presently have over 850 students in vocational cooperative programs utilizing job stations in the private sector. Another example is a program for 75 disadvantaged students enrolled in funded prevocational programs using facilities at a Rotary Club Camp for Handicapped Children.

Finding IV.—Program scheduling has not been flexible.

Response.—Vocational programs in Akron offer a wide range of course offerings for in-school youth and adults utilizing various time schedules.

CHAPTER [illegible]

Finding I.—Student enrollments have not been aligned with employment opportunities.

Response.—The Akron City Schools has for many years enjoyed over 90 percent placement in the business and industrial community. Over 70 percent of these graduates are employed directly in the area of their training or in a related area.

Finding VI.—Occupational guidance has received inadequate consideration.

Response.—Akron City Schools through the efforts of Vocational Guidance Coordinators have worked since 1966 with counselors, teachers, students, and the community in promoting occupational guidance. Also, Career education is now effectively serving over 16,000 students, K–10.

Although the foregoing responses dwell on just a few of the GAO allocations, it is the intent of this document to convey to the committee that the Akron City Schools can refute many points in the GAO report through documentary evidence. We are well aware that improvements can be made in the Akron City Schools' vocational program, but in no way does the GAO report reflect a true picture as to what is actually happening in Akron and Ohio.

We thank you for your consideration in receiving this report and hope that the facts presented will assist you in factually interpreting the GAO report.

Sincerely,

Dr. LLOYD W. DULL,
Assistant Superintendent, Curriculum and Instruction.
ROBERT N. HUGHEY,
Director, Vocational Education and Industrial Arts.

[Whereupon, at 3:30 p.m., the committee recessed, to reconvene on Wednesday, Feb. 19, 1975, at 9 a.m.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, FEBRUARY 19, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 1 p.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Chisholm, Lehman, Simon, Miller, Mottl, Quie, Bell, Buchanan, Pressler, and Goodling.

Staff present: John Jennings, subcommittee counsel.

Chairman Perkins. The committee will come to order. Today, we have Dr. Bell, Commissioner of Education, as our first witness. We welcome you before the committee. First, I want to say a few things.

The General Accounting Office, as a rule, has been very constructive. I felt though that some of their criticisms of the Federal role in vocational education were well taken and other parts of it were not. But, to my way of thinking, the Vocational Education Act has been the cheapest insurance against unemployment that we have ever enacted.

Maybe in certain cases in certain areas, a few scattered areas throughout the country, the schools are not job oriented and may be missing the point and may be training for something that is outdated and outmoded. However, judging from what I have seen by traveling throughout the country and from the studies that have been made by the committee and the U.S. Office of Education, and other people throughout the years, these instances are few and far between.

I am delighted to welcome you here, Mr. Commissioner, and naturally, we want your response to the criticism by the GAO of vocational education in this country. Go ahead.

STATEMENT OF TERREL H. BELL, COMMISSIONER OF EDUCATION, OFFICE OF EDUCATION

Dr. Terrel Bell. Thank you, Mr. Chairman. I trust that our response will not be too defensive and too critical of GAO. We will try to express our views as to some of the strengths and, of course, some of the weaknesses of the report.

I notice it is quite typical for an agency to overrespond, and I hope that we won't do that. We want to grow from constructive criticism. We notice there is a lot of constructive criticism in the report.

I appreciate this opportunity to appear before the committee. We are aware, Mr. Chairman, that this distinguished subcommittee began hearings in the 93d Congress, which were designed to lead to new vocational educational legislation. Undoubtedly, certainly, an important part of your deliberations will be the recently released General Accounting Office report, which you have just referred to, entitled "What is the Role of Federal Assistance for Vocational Education?"

As we open this discussion, it is essential to bear in mind that State and local education agencies provide over 80 percent of the support for vocational education. Federal funding, therefore, is important, but it is still not the majority of the funds, and we need to be concerned that Federal support is used in ways that will stimulate improvements in the basic operational programs effort provided by States and localities.

We greatly appreciate the opportunity to provide this subcommittee with our assessment of that report and to share with you the Office of Education's plans for implementing the GAO recommendations which have been agreed to by the Secretary of HEW.

We are hopeful that this testimony will serve the following purposes: (1) To illustrate how the report has substantiated some problems of continuing concern to vocational educators; (2) To share with the subcommittee the specific plans we have for intensifying Federal, State, and local efforts to resolve these problems; (3) To help put the GAO report into perspective by pointing out some of the positive accomplishments of vocational education since the enactment of the Vocational Education Amendments of 1968; and finally, (4) To summarize some analytical weaknesses of the report which should be recognized before basing legislative decisions upon its findings.

At the outset, I would like to put the GAO report in general perspective; at least, from our viewpoint in the Office of Education. We would be among the first to admit that the total vocational education system certainly can and should be improved, just at we would be among the first to admit that all education—academic and professional—needs to meet the hard challenge of accountability, including an assessment of the appropriateness of courses offered when compared to the life aspirations and career goals of students. Unfortunately, the GAO report conveys the impression that little is right with vocational education. We feel a responsibility, hopefully, to bring some balance into the discussion and to point out some of the features of the report which distort many of those findings and, unfortunately, will undoubtedly serve to reduce the overall usefulness of the document. We are providing for the committee's use a detailed analysis of the GAO's findings, and we will submit them to you, Mr. Chairman.

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION—"What is the Role of Federal Assistance for Vocational Education?"

The staff of the Bureau of Occupational and Adult Education made an extensive analysis of the GAO Report. The following is a summary of its reactions to each of the findings in the Report.

EXPLANATION OF BOAE REACTION CATEGORIES

1. *Agree.*—Concurrence with finding.
2. *Finding not supported by facts.*—Failure to cite evidence (documented data or examples) that support the finding.
3. *Finding based on inappropriate assumptions.*—Hypothesis advanced at variance with long established practice or current legal interpretation of the Act.
4. *Finding not justified.*—Evidence provided subject to various interpretations. Additional analysis of evidence leads to different conclusions.

CHAPTER 2. WHAT ROLE DOES THE FEDERAL DOLLAR PLAY?

<table>
<tr><th>GAO findings</th><th>BOAE reaction</th><th>Basis for BOAE reaction</th></tr>
<tr><td>VEA funds do not necessarily play catalytic role. (P. 9)</td><td>Finding not justified</td><td>While we agree with the way the finding is worded in the GAO Report we believe the catalytic role of Federal funds is overemphasized. The Act provides "to maintain, extend, and improve." Catalytic effect is, however, evidenced by such as the following:
(1) State and local expenditures increased twice as much as Federal funds.

Part B expenditures
[In thousands of dollars]
<table>
<tr><th></th><th>Fiscal year 1970</th><th>Fiscal year 1971</th><th>Fiscal year 1972</th><th>Fiscal year 1973</th><th>Increase 1969-73</th></tr>
<tr><td>Total</td><td>$1, 635, 756</td><td>$2, 066, 439</td><td>$2, 321, 053</td><td>$2, 664, 438</td><td>$2, 512, 918</td></tr>
<tr><td>Federal</td><td>265, 812</td><td>317, 083</td><td>370, 133</td><td>387, 664</td><td>160, 137</td></tr>
<tr><td>State/local</td><td>1, 369, 944</td><td>1, 749, 356</td><td>1, 950, 918</td><td>2, 276, 774</td><td>1, 352, 782</td></tr>
<tr><td colspan="6">Percent increase over previous year</td></tr>
<tr><td>Federal</td><td>16. 8</td><td>19. 3</td><td>16. 7</td><td>4. 7</td><td>70. 4</td></tr>
<tr><td>State/local</td><td>48. 3</td><td>27. 7</td><td>11. 5</td><td>16. 7</td><td>146. 4</td></tr>
</table>
(2) Total enrollment in vocational education increased from 7,979,366 in 1969 to 12,072,445 in 1973 or 51 percent.
(3) Enrollment of persons with special needs increased from 143,420 in 1969 to 1,829,720 in 1973 or 1,176 percent.
(4) The number of area vocational schools increased from 1,296 in 1969 to 2,148 in 1973 or 66 percent.</td></tr>
<tr><td>Large amounts of Federal funds retained at State level. (P. 10)</td><td>Finding not supported by facts.</td><td>Due to the limitations placed on the amount of data which may be collected from States, reports do not provide specifically the amount of State level expenditures. Expenditure data is available for the eight purposes specified in the act. For the purpose of ancillary service, as observed by GAO, fiscal year 1973 expenditures were $63,073,834 or 16.3 percent of the total Federal expenditures under part B. Ancillary service, however, is a generic term for those activities which assure quality in vocational education programs such as teacher education, supervision, planning, evaluation, special demonstration, and experimental programs, and development of instructional materials, in addition to State administration and leadership. It must be recognized also that the expenditures so reported include the support of ancillary services at the local level such as payment of salaries of local directors and supervisors.</td></tr>
<tr><td>Proportion of Federal funds expended for administrative type activities has been increasing. (P. 11)</td><td>do</td><td>Expenditures for ancillary services reported under part B have increased, but the extent of such expenditures for administrative type activities is not known. The assumption by GAO that 85 percent of ancillary service expenditures are primarily administrative type activities is not supported by facts. The States do report total expenditures (Federal, State, and local) for the ancillary services of (1) administration, supervision, and evaluation, (2) teacher education, (3) research and demonstration, and (4) curriculum development. The expenditures for the category of administration, supervision, and evaluation in the past 3 fiscal years are as follows:</td></tr>
</table>

Fiscal year	Total expenditures, part B	Expenditures administration, supervision and evaluation	Percent of total
1971	$1,804,265,000	$133,163,000	7.4
1972	2,084,765,000	178,810,000	8.6
1973	2,443,208,000	212,898,000	8.7

It is apparent from the above that expenditures for administrative type expenditures at the State and local levels is increasing. However, the percent of funds for this function has remained relatively constant.

Even though States do not report the above expenditures by source of funds it may be assumed that the same matching provided for ancillary services, in total, will apply to the administrative type activities. The following are the expenditures for ancillary services, under part B, reported by the States during the past 3 years:

Fiscal year	Total expenditures	Federal expenditures	Percent of total
1971	$117,711,714	$40,072,020	34.0
1972	157,585,091	50,178,827	31.8
1973	205,993,463	63,073,834	30.6

As can be observed, the proportion of Federal funds in relation to the States' total expenditures for ancillary has been decreasing. We do agree that data reporting needs to be improved and expanded. We are reviewing the need for additional data to see where improvements can be made.

Proportion of Federal support for administration has exceeded Federal share of State program. (P. 13). Agree.

The Vocational Education Amendments of 1968 eliminated purpose-by-purpose matching and requires statewide matching of part B funds. Due to the limited State resources it may be expected that Federal funds will be used to a greater extent to support administrative costs. We view this as having a positive rather than a negative effect in that expenditures of Federal funds for State leadership may provide the greatest incentive for program initiatives. Resources for administration, especially planning and monitoring programs, are often the limiting factor in providing the catalyst for new or redirected programs. Since the intent of the legislation was to give greater flexibility to the States, we believe the States are in the best position to determine where the Federal funds will stimulate the greatest improvement.

CHAPTER 2.—WHAT ROLL DOES THE FEDERAL DOLLAR PLAY?—Continued

GAO findings	BOAE reaction	Basis for BOAE reaction
Ratio of State and local support to Federal part B support. (P. 14).	Finding not justified	As indicated previously, during the period 1969 to 1973 State and local expenditures increased 146 percent while Federal expenditures increased only 70 percent. While in every State there was a substantial increase in State and local funds the increase could not be expected to be in direct proportion to the annual increase in Federal funds. In many States there was a lag in obtaining matching funds, at the same ratio as before, because legislatures must respond and local educational agencies must seek new resources. Actually 34 States expended more State and local dollars for every Federal dollar in fiscal year 1973 than in fiscal year 1970. Of the 17 States having a lower ratio in 1973 than in 1970: 4 States (Delaware, Georgia, Maryland, North Dakota) decreased less than $0.50. 5 States (Kentucky, Missouri, Nevada, New Hampshire, Ohio) increased from $.51 to $1.00. 4 States (District of Columbia, Iowa, South Carolina, Wyoming) increased from $1.00 to $1.50. 2 States (Alabama, Connecticut) decreased from $1.51 to $2.00. 2 States (Maine, New York) decreased from $3.40 to $13.87. Further analysis of the data reveals that State matching ratios fluctuate from year to year depending on the amount of funds available from the various sources. For example, 20 States had a lower ratio in 1971 than in 1970; 26 States had a lower ratio in 1972 than in 1971 and 18 States had a lower ratio in 1973 than in 1972. It is interesting to note that of the 17 States with a lower ratio in 1973 than in 1970, only 2 States (Alabama and Wyoming) declined in each of the 3 years.
Persons with special needs have not been given a high priority. (P. 15).	Finding based on inappropriate assumptions.	The Vocational Education Amendments of 1968 eliminated purpose-by-purpose matching and requires statewide matching of part B funds. As a result, in order to provide incentive for special needs programs, States may direct more Federal funds to this purpose. Naturally this results in a lower matching ratio than for other purposes not so favored but has in fact obtained the desired effort as revealed by the following:

Federal Expenditures for Programs for Persons with Special Needs, fiscal year 1965 to fiscal year 1973
[In thousands of dollars]

Fiscal year	Total expenditures Vocational Education Act of 1963	Expenditures special needs	Percent
1965	$103,109	$346	0.34
1966	193,270	1,853	0.96
1967	225,865	3,559	1.58
1968	230,420	6,167	2.68
1969	227,527	7,884	3.47

(Vocational Education Amendments of 1968)			
1970	265,812	63,761	24.0
1971	317,083	85,691	27.0
1972	370,133	101,465	27.3
1973	387,664	109,550	28.7

		During the period 1965 to 1969 enrollment in programs for persons with special needs increased from 25,638 to 143,420 but under the Vocational Education Amendments of 1968 increased to 920,603 in 1970 and up to 1,829,720 in 1973. While there has been some decrease in State and local matching funds for such programs (from 76.3 percent in 1959 to 63.6 percent in 1973), there is no evidence to indicate that this has been a negative influence.
Minimum percentage requirements not met	Finding not justified	The report maintained that a general failure existed among the States, presumably with the full knowledge of the BOAE, to meet both the 15 percent part B 102(a) set-aside for the disadvantaged (21 State failures in fiscal year 1970, 15 in fiscal year 1971, 15 in fiscal year 1972, and 14 in fiscal year 1973) and the 10 percent set-aside for the handicapped (31 State failures in fiscal year 1970, 13 in fiscal year 1971, 18 in fiscal year 1972, and 14 in fiscal year 1973). After reviewing these calculations, it became clear that the GAO study team had measured expenditures during a given single year against the part B 102(a) appropriations for that year alone. However, the effect of the Tydings amendment is, in most cases, to extend the expenditure of any single year's appropriations over two successsive years. Taking this into account gives a much different result, as follows:

Type of set-aside	Failures, by fiscal year [1]			
	1970	1971	1972	1973
Disadvantaged (15 percent)	2	2	1	NA
Handicapped (10 percent)	8	5	5	NA

In most of the above cases, extremely small aomunts were involved (3 of the 5 disadvantaged cases involved less than $5,000 each; and 9 of the 18 handicapped cases fell within the same limit). All of these unexpended funds were returned to the U.S. Treasury. (See attachment IV.)

[1] See attachments I, II, and III.

CHAPTER 2.—WHAT ROLL DOES THE FEDERAL DOLLAR PLAY?—Continued

GAO findings	BOAE reaction	Basis for BOAE reaction
Increased funding has not necessarily resulted in increased enrollment. (P. 17)	Finding based on inappropriate assumptions.	We do not see any validity in the assumption that enrollment growth should parallel or necessarily be equated with increasd Federal funding.. This is particularly questionable in a period of spiraling inflation. It is true that expenditures increased more rapidly than enrollment. Federal expenditures under part B increased 70.4 percent while enrollment increased 58 percent during the period 1969 to 1973. Consideration must, however, be given to the type of programs being supported and the quality of such programs. The vocational education amendments of 1968 focused attention on a number of new and redirected programs, many of which are more expensive than the traditional programs due to such factors as the intensity of the program, size of class, and equipment requirements. The following are examples of program shifts: In 1964 the enrollment in agricultural production was 860,605 while in 1973 the enrollment decreased to 561,[illegible]58 or a decrease of 34.7 percent. During the same time period the enrollment in off-farm agricultural occupations, many with work experience components, increased from 0 to 365,723. Enrollment in technical programs at the postsecondary level about doubled from 706,085 in 1969 to 1,349,731 in 1973. Enrollment of persons with special needs increased from 143,420 in 1969 to 1,829,720 in 1973, including 228,086 handicapped persons. Enrollment in health occupations increased from 175,101 in 1969 to 421,075 in 1973. Enrollment in home economics programs for gainful employment increased from 113,297 in 1969 to 322,636 in 1973. Selected occupational programs with large percentage increases in enrollment:

	1970	1973
Floristry	2,274	6,615
Industrial marketing	7,080	12,543
Recreation and tourism	3,202	17,689
Radiologic technology	2,316	7,316
Associate degree nurse	26,884	77,912
Occupational therapy assistant	458	1,721
Mental health technology	0	6,555
Medical assistant	3,831	14,422
Care and guidance of children	27,775	33,202
Electromechanical technology	1,877	4,366
Environmental control technology	2,035	6,603
Police science technology	18,796	53,084
Small engine repair	13,028	31,9[illegible]
Air pollution technology	0	763
Electrical occupations	61,849	105,584
Water and waste water technology	169	1,298

OE monitoring has been inadequate. (p. 18)........	Finding not supported by facts.	We view the OE Federal role as one of primarily assisting the States to use the funds for the purposes specified in the act rather than the various policing activities perceived by GAO. Our efforts are directed toward development of regulations and policies for administration of the act and provision of leadership in focusing on national needs. Auditing of expenditures is a responsibility of the HEW audit agency. We assist, however, in determining proper understanding of programmatic matters and the justifiability of audit exceptions. Due to the severe limitation of staff, monitoring of State and local programs as envisioned by GAO is impossible. However, considerable review and analysis of statistical and fiscal data submitted on annual State reports is made and does indeed provide knowledge of the impact of Federal vocational funding. State plans are also carefully reviewed both at the regional and headquarters offices, not merely to verify that State plans contain statements of assurance but to determine the extent to which the State's manpower and vocational needs are to be met. The State plan does require planning in relation to past performance in that data are required for the current year, the planning year, and the 5th year. State annual descriptive reports also assess at the end of the year State performance in relation to the objectives set forth at the beginning of the year. (See attachment V.) State advisory councils similarly in their evaluations assess accomplishments of planned objectives. (See attachment VI.)

CHAPTER 3.—HOW IS VOCATIONAL EDUCATION PLANNED?

GAO findings	BOAE reaction	Basis for BOAE reaction
State and local plans reflect compliance rather than planning. (P. 22.)	Finding not supported by facts.	State plans are now recognized as valid planning instruments and serve as a basis for measuring program impact and proposing legislation. It must be recognized the present State plan consists of two parts: Part I is compliance, part II is planning. Part I, administive and fiscal policies, was developed in compliance with the law and is modified only when changes occur in State or Federal statutes or policies which require amendments. Part I does not have to be resubmitted annually. This part insures that the intent of Congress is carried out and also serves as a legal agreement between the states and the Federal Government. Part II is the annual and long-range plan. Prepared each year, it describes the State's goals, objectives and activities, and indicates the State's needs. These have been returned frequently to the States for substantial revisions prior to final approval.
"State plans seldom have been returned for substantive revision." (P. 23.)	do	Region IV.—Region IV State plans were not disapproved because many hours of technical assistance were provided by the regional staff to States prior to official submission of State plans. Region V.—The Minnesota State Plan was returned with a request by region V program officers for clarification of 29 items. Many of these were of considerable substance treating with program structures for adult, disadvantaged, and handicapped; program goals and objectives for elementary and secondary programs; and research and demonstration priorities. The Ohio State Plan was returned with 25 items needing clarification or revision Region VI.—Region VI assured the GAO team that given the level of regional staffing, past State plans had been given meaningful managerial reviews. Region IX.—The GAO team was advised that, "California's State Plan has never been approved since 1967 without obtaining substantive modifications." Region X.—Numerous conferences and phone conversations were held with the State Departments of Education of Alaska, Idaho, Oregon, and Washington. In most cases, the plans of these States required substantial revision before approval could be given. In the proposed USOE legislation there will be even more flexibility to permit each State to develop its own plan to meet its own needs, but in context with the national priorities defined by the Commissioner.
Systematic ongoing assessment of needs does not take place' (P. 24.)	Finding not justified	Although the statement is an over generalization, we agree the process needs to be improved. However, the word systematic is both indeterminate and prejudical. To the best of our knowledge, there is no "systematic" needs assessment in any other area of education—even those with far greater levels of funding than vocational education. The act requires local applications to spell out the needs of each community. This is verifiable by records of the respective SEA's. These reflect cooperation with local Public Employment Security Offices. The VEA of 1968 requires the establishment of a Presidentially appointed National Advisory Council to review annually the needs for Vocational Education and make recommendations to the Commissioner. State Advisory Councils also serve State Boards of Education in a similar capacity. Although the 1968 act no longer requires them, local advisory and craft committees are utilized in helping determine the needs of the community in addition to other sources of data such as Chambers of Commerce; Department of Labor, Employment Security Agency; economic development groups, and so forth. Many school districts in the States are involved in career education and exploration which aid in occupational choice at the secondary level. The State Advisory Committee for vocational education provides annual reports on continuing assessments.

Multiple jurisdictions operate in virtual isolation. (P. 25.)	Finding not supported by facts.	The vocational programs of the country are conducted by autonomous local educational agencies. Federal monies constitute an average of about 17 percent of total State vocational expenditures. The historical background of each local and State educational agency determines its planning methods. While the U.S. Office of Education has identified a common data base for reporting purposes, it is in no position to impose organizational patterns and planning procedures. Federal regulations require detailed State and local plans, but in most instances there is, by custom, insufficient cooperative planning.
National level.—"(GAO) was told . . . lack of coordinated planning within BOAE inhibited the use of (MDTA approaches) to improve vocational education." (P. 26.)	Finding based on inappropriate assumptions.	At the time GAO conducted study, BOAE had been in existence less than one year. While this fact is an obvious constraint to the newly created BOAE's coordinated planning, GAO overlooked the fact that many of the very MDTA skill centers alluded to were organized, staffed, and operated by area vocational-technical schools or SED's supported by the former Bureau of Adult and Vocational-Technical Education. Further, GAO appears unable to differentiate between the goals and objectives of manpower training and those of vocational education.
State level.—There is a general lack of coordinated planning between secondary and postsecondary programs. (p. 27.)	Agree	In most States, especially those with bifurcated (secondary-postsecondary) educational authorities, divergent educational philosophies inhibit comprehensive planning.
Local level.—There is insufficient local planning among contiguous LEA's. (P. 29.)	Finding based on inappropriate assumption.	In voicing its concern about the lack of lateral planning at the local level and the possibility of redundant programs resulting in an oversupply of workers in particular occupations, GAO fails utterly to account for the "common sense" factor of the trainees. The economic acumen of the American worker has considerable influence on the viability of occupational programs.
Advisory Council evaluations are limited. (P. 30.)	Agree	The appointment of advisory councils in conformity with the categories specified by the act is the sole prerogative of the respective States. BOAE has met in workshop settings with representatives of all States Advisory Councils to offer advice and conseling in comprehensive statewide planning, however, such councils are autonomous and are, therefore, to a considerable extent beyond the influence of the Office of Education. Many councils from States with small populations receive so small a budget that they must operate on a bare subsistence level In 28 States the total resources were limited to $28,000 in fiscal year 1970 and $35,265 for fiscal year 1974. The finding is consistent with our recommendation for full funding for State Advisory Councils.
(Implied criticism on make-up of State Advisory Councils.) (p. 30.)	Finding based on inappropriate assumptions.	All State Advisory Councils meet the requirements of the act as to the constituencies represented thereon.
Data for evaluation is inadequate or unutilized. (p. 32.).	Finding not justified	Much still remains to be done in establishing a broad-base data collection system applicable to all 50 States and the territories, and OE has initiated two major studies aimed at the design of such a management information system. The application of such a system, however, will entail a considerable increase in administrative costs at the State level. And it is of just such costs that other sections of the GAO report are critical.
Inadequate data (p. 33.)	Finding not supported by facts.	OE is cooperating with the Bureautof Employment Security at the Federal and State levels in the development of manpower data and job opportunities. Last year one of the major priorities under part C was manpower utilization.
Underutilized data (p. 34.)	do	All contracted studies have been placed in ERIC. Reports from States are frequently compiled and utilized by researchers together with State and local planners. Such data are used to demonstrate compliance and identify areas of unexpended funds in such areas as disadvantaged and handicapped and other set-asides. By this process corrective action can be taken. Each year comprehensive planning workshops are held with State directors: These sessions include the techniques of data collection.

CHAPTER 4.—HOW ARE FEDERAL VOCATIONAL EDUCATION FUNDS DISTRIBUTED?

GAO findings	BOAE reaction	Basis for BOAE reaction
VEA specifies criteria for distribution of part B funds. (P. 37.)	Agree	The VEA does specify under section 123(b) the general criteria which States must use in determining their policies and procedures for distributing Federal part B funds to LEA's.
State distribution practices—no guidance given by OE regarding relative importance of funding criteria (p. 38; p. 39).	Finding based on inappropriate assumptions.	The report makes the implicit assumption that OE's role is one of prescribing in great detail exactly how VEA's basic funding criteria will be applied in each State. The report assumes that precise, uniform and standard funding procedures and policies must be prescribed by OE and followed exactly by the States. However, while the VEA contains four basic funding criteria, it does not mention a priority order in which the criteria must be applied uniformly by each State. OE has seen its role as a broader one of assisting the States to apply the VEA's funding criteria within the context of their respective state laws, school financial systems, and regulations and policies. Therefore, within the State Plan Guide (revised Jan. 11, 1973) there are sections (3.26 to 3.27—pp. 13-15) which explain that the States shall describe in their State plan their procedures for determining the relative priority of local applications and relative need. There is even an example in the Guide of how the States might do this. We have no evidence that a given formula in one State is more effective than one in another State. More importantly, GAO presents no such evidence either. Moreover, since the passage and implementation of VEA, the HEW Audit Agency has never raised the question of a mandated requirement for OE to issue a standard method of determining relative funding needs in each State.
Distribution process provided little assurance that Federal funds were targeted to areas of highest need or to areas maximizing program impact. (P. 39.)	Finding not supported by facts.	Reports from States do not support this charge. The steady increase in enrollment, number of program offerings, number of schools offering programs, number of persons with special needs served, and State and local financial support all attest to the impact of Federal funds.
Funds are distributed to all LEA's rather than concentrating funds in selected LEA's with high needs. (P. 39.)	Finding based on inappropriate assumptions.	The implicit assumption is made in the report that it is illegal for the States to distribute Federal funds widely throughout their respective States rather than concentrating on literally a few LEA's which are in greatest economic need of extra funds. Moreover, the assumption is made that the only permissible interpretation of VEA is a literal one whereby the four funding criteria are applied verbatim each and every time a State distributes Federal vocational funds to an LEA. However, the act provides that part B funds be used to maintain, extend and improve existing programs and to develop new programs so that persons of all ages in all communities of the State will have ready access to vocational training. Accordingly, each local educational agency which shows a need for vocational programs on its application must be given consideration when allocating funds. It is difficult to conceive of a local community which literally has no need for vocational education. States have been able to use the four funding criteria along with additional criteria to determine the relative need of LEA's. One example among the States surveyed by GAO is Ohio which reimburses LEA's for postsecondary and adult education at differentiated rates based on need.

Funds are distributed to LEA's without adequately identifying relative needs among LEA's (P. 41.)	Finding not supported by facts	The assumption is again made in the report that the criterion to consider the relative need of each school district must be applied in absolute terms when, in fact, it is one of four basic factors which must be considered. We agree that relative need must be a serious and fundamental element considered when State education agencies determine the distribution of Federal vocational funds. But contrary to the implied assumption of the GAO report, the VEA does not specify that this factor be given the highest priority in allocating part B funds to the States.
Distributing disadvantaged and handicapped funds without identifying need (p. 42).	Finding not justified	The report again does not define what it considers "adequate" consideration of the relative need of each LEA for special services for disadvantaged and handicapped students. The report makes the implicit assumption that the relative need of various LEA's within a State for special services is not being considered in accordance with the VEA funding criteria if all or most of the LEA's receive a portion of the part B set-asides for the disadvantaged and the handicapped.
Distributing funds to existing projects without regard to areas with no projects (p. 43).	do	This allegation assumes that all LEA's not receiving part B set-asides funds are in greater need than those receiving such funds. The report also implies that area planning units or LEA's planning cooperatively are unaware of the relative needs within their area concerning disadvantaged and handicapped students. The report also neglects to consider that the State agency or area planning units may also be considering other sources of funding for disadvantaged or handicapped students such as the Appalachian Regional Commission or Vocational Rehabilitation funds.
Funds are distributed without considering relative ability of LEA's to provide their own resources. (P. 43.)	Finding notjustified	The assumption is made that all States can and will use the four funding criteria in an absolute manner, However, the States apply these criteria in a context of State laws, financing systems, and regulations which sometimes hinders the application of the individual criterion in a perfectly equitable manner. Moreover, the headquarters staff have worked in cooperation with regional staff to assist States in revising their State formulas to identify and consider the relative ability of each locality within the State to provide resources for financing a program of quality education. (An example is a July 18, 1974, letter to Mr. Smallwood in region III from George Orr, Director of Vocational Education in Virginia which discusses meetings held to assist Virginia in revising its Federal distribution formula.)
Distributing funds on reimbursement basis presents difficulties for LEA's with scare cash resources. (P. 45.)	Agree	Reimbursement for expenditures has been a problem in some localities. We will recommend that forward funding be included in the new legislative proposal.

CHAPTER 5—HOW ARE TRAINING RESOURCES USED?

GAO findings	BOAE reaction	Basis for BOAE reaction
Factors limiting use of existing resources. (P. 48)	Finding based on inappropriate assumptions.	While the act promotes the cooperative use of nonpublic facilities and other resources within the community, the implementation of this provision by State and local agencies is not mandatory to the extent implied by GAO.
Schools only consider their own facilities. (P. 49)	Finding not justified	Such a statement is misleading since excellent examples of utilization of other facilities are included by GAO in this chapter. However, we do agree that only eleven States have used the provisions for contracting instructional services from other available and private training resources. This number should increase and all States are given assistance and encouragement when needed in utilizing all resources available to provide vocational and technical education. While the barriers to utilization of other resources are numerous and difficult to overcome, promising examples are documented in the approximately 1.5 million vocational students now participating in work experience programs, in businesses, industries, hospitals, on farms and in other community facilities.
Training resources have not been inventoried. (P. 52)	Agree	We would agree that more concern should be given to the identification of possible resources for providing programs of vocational and technical education. However, it must be pointed out that while inventories of training resources in a community may serve a useful purpose as a planning mechanism, they do not in and of themselves improve the delivery or effectiveness of vocational education services unless specific arrangements can be made for their utilization to carry out the vocational objective of preparation for employment. Barriers to the utilization of many training resources prohibit their utilization by secondary and in many instances, postsecondary students. The lack of available time during the day, specialized training objectives and equipment for armed force units, and disruption in training schedules are common barriers that must be overcome in the utilization of community resources for vocational education.
Costs have not been analyzed on a comparative basis. (P. 54.)	Agree	There have been several vocational education research studies on the analysis of comparative costs, however, these have been limited in scope. Most local Boards of Education perform a comparative analysis of costs in the preparation of their budgets, analyses of tax situations, etc. While the use of training stations in a cooperative setting may have cost advantages over a classroom or laboratory situation, these are limited and therefore alternative training stations must be developed.
Program scheduling has not been flexible. (P. 58.)	do	We agree that program scheduling has not been as flexible as desired. However, we must point out that traditional scheduling is typical at all levels of general education, elementary, secondary and postsecondary. While programs of vocational education must operate within the framework of the general education program, innovations and changes have resulted in vocational programs pioneering in flexible educational program scheduling. The development of area vocational schools serving students from two or more institutions, work experience programs, where the student spends part of the day, a week, or a semester in the school and in an equivalent period of time in a business, industry or hospital, and use of the facility during the day, evenings, and summer months are examples of flexible scheduling that would be found in many States.

Transportation has often not been provided. (P. 59.)	Finding not supported by facts.	The isolated examples of transportation problems listed by GAO would not justify this finding. We would agree that transportation has not always been provided for vocational students especially at the postsecondary and adult levels. However, States have demonstrated that they are providing transportation for most of the secondary students within the capabilities of State laws and fiscal resources. When the schools fiscal resources are limited transportation may only be provided for students that cannot provide their own transportation. State laws in many States prohibit the transportation of students 21 years of age or over, or for those enrolled in postsecondary and adult education programs regardless of age.
Construction of new school facilities has been favored. (P. 61.)	Findings not justified	It should be pointed out that the construction of new school facilities was essential to the expansion of programs of vocational education. The use of Federal dollars for basic construction has provided catalytic action in attracting State and local funds for program operation. Construction of vocational facilities is undertaken only after a thorough survey of the State's training needs, the number of training stations that will be required and the occupations that should be provided for. Local Boards of Education must request and approve the construction of facilities and the people approve a bond issue to fund the local share of the facility. Even though 1,204 construction projects have been approved since 1970, and the number of States using Federal funds for construction has decreased slightly, the Federal dollars expended for construction projects have decreased from $51,487,000 in fiscal year 1971 to $35,423,000 in fiscal year 1973.
Sources of equipment and supplies have not been fully explored. (P. 62.)	Finding not supported by facts.	It has long been recognized by school administrators that directors and instructors of vocational education have been the most avid pursuers of equipment and supplies from all available sources. These efforts have resulted in maximum use of excess, surplus, National Industrial Equipment Reserve programs while available and from business and industry. We would call attention to the fact that vocational education was excluded from excess property programs in early 1972 by HEW regulations, more than a year before the GAO investigations were carried out. It is difficult to understand the emphasis on this finding by GAO in view of the ezamples found of equipment and supplies secured from sources other than purchases. It is a recognized fact that equipment and supplies, regardless of their source, must be provided to assure quality instructional programs to prepare students for employment.
Other obstacles have limited full use. (P. 64.)	Agree	We agree that there are "obstacles" in every State that limit the full utilization of educational and vocational facilities. While the States are aware of these "obstacles" listed, such as union requirements, teacher certification, contracting with private schools, counseling, and building standards, they are not common to all States and workable solutions now exist in or are under consideration. Other "obstacles" cited may not be obstacles but State requirements designed to protect the safety of students and assure quality training programs.

CHAPTER 6.—IS TRAINING RELATED TO EMPLOYMENT?

<table>
<tr><th>GAO findings</th><th>BOAE reaction</th><th>Basis for BOAE reaction</th></tr>
<tr><td>Student enrollments have not been aligned with employment opportunities. (P. 69.)</td><td>Finding not supported by facts.</td><td>The data quoted pertaining to enrollment increases in home economics indicate that evaluators were not considering or aware of the provisions of the act, which authorizes a separate appropriation and program purpose for consumer and homemaking education. These data do not reflect training programs for employment. Another criticism was leveled at low enrollments in health occupations at the secondary levels. Most of these occupations are licensure programs and require high school graduation or equivalency for enrollment. These occupations requiring licensure must be offered at the post-secondary level.
A comparison of 10 randomly selected occupational projections from the Department of Labor publication, "Occupational Manpower and Training Needs" and enrollments in vocational education show that growth in enrollments are compatible and are aligned with the projected occupational needs for 1980. (See attachment VII.)
An examination of the occupations listed in this publication by OE codes and the enrollments in the 1968 and 1972 vocational annual report showed that this finding is not valid and does not justify the finding nor report the facts available pertaining to vocational enrollments.</td></tr>
<tr><td>Ratio of completions to enrollments has been low. (P. 71.)</td><td>Finding not justified.....</td><td>This type of calculation, based unfortunately on the only kind of data which is generally available, always produces a low ratio. For example if all three classes in a 3-year vocational high school are aggregated and then compared to the number of graduates from the senior class, this will give a much lower ratio than the comparison of these same graduates with the number of that class which originally enrolled in the program. This type of cohort analysis is difficult and costly, because of enrollment additions and transfers during a class' entire history. In addition, it should be noted that a "non-completion" in a vocational program often cannot be interpreted in like manner as a "dropout" from an academic program. A significant number of vocational students do not immediately complete their programs because they have already earned enough skills to earn wages which may be urgently required by their families. These "school-leavers" are productive members of society. Once again, data are difficult to obtain regarding the number of these students who later add to their skills through postgraduate or adult trade extension programs.
Data for fiscal year 1973 showed:
<table>
<tr><th>Total enrollment</th><th>Preparatory enrollment</th><th>Percentage of total enrollment</th><th>Number of completions</th><th>Percentage of preparatory enrollment</th></tr>
<tr><td>12, 072, 445</td><td>5, 890, 733</td><td>48. 8</td><td>1, 896, 272</td><td>32. 2</td></tr>
</table>
This table indicates that 5,890,733 are enrolled in programs preparing for gainful employment. This figure was derived by excluding from the total enrollment, the enrollment in consumer and homemaking, Prevocational and supplementary adult and apprenticeship programs.
As indicated the completion percentage does not reflect the fact that approximately two-thirds of the preparatory enrollment are in a 2-4 year program.</td></tr>
</table>

Students may not be employed in fields for which trained. (P. 72.)	Agree	The capability of State Divisions of Vocational Education to place and follow up students and to obtain placement data and success in the job where employed has limited the data available in this area. Promising techniques are now being tested in such States as New York, Massachusetts, and California which show promise of providing better data. As more schools provide job placement services and occupational counseling, the placement record will improve.
Practices limit relevancy of vocational programs. (P. 72.)	Finding not supported by facts.	The GAO report indicates that present practices limit the relevancy of vocational education and identify practices listed below that are typically lacking in States. It must be recognized that differences exist but a comparison of accomplishments with poor practices identified would not justify the blanket statement included in the report.
Labor market needs have been neither fully nor realistically assessed. (P. 73.)	Agree	This finding has been discussed in chapter II findings. Securing valid data is a development process and not fully implemented at the present time. But States are utilizing the available data as reflected in the changes and improvement in the State plans.
Manpower data is unavailable or not utilized. (P. 73.)	Finding not justified	Statements included in the report would not justify the GAO finding. We must agree that more and better data are needed but an examination of the 56 State plans will show that data are available and utilized to develop the annual and long-range State plan. Local data are also available and utilized in the development of local plans on file in State Department's of Vocational Education.
Funds have not been used for planning data. (P. 76.)	Finding not supported by facts.	We agree that more resources must be made available to secure the essential planning data needed at the State and local levels. However, States have utilized part B and C funds to secure better manpower data for planning. Good examples of States making such expenditures are Kentucky, New York, Texas, Arizona, and Florida. Research priorities for funds available under part C in fiscal year 1975 include State and local management systems for planning.
Work experience often has not been an integral component of vocational curriculum. (P. 77.)	Finding not justified	Occupational training must be realistic and meet the needs of prospective employers. The work experience part of the training may be provided in a simulated work laboratory or shop, or in a business or industry. Work experience is an integral part of many vocational education programs. All agriculture students must participate in actual farm experience or placement in agribusiness. Health programs provide clinical experiences in participating hospitals and health facilities. Distribution and marketing, business and office, trade and industrial and technical programs provide work experience through cooperative education programs. While business and industries are interested in cooperating with schools in work experience for vocational students, the fact remains that not nearly enough work stations can be provided to meet the needs of all students due to production schedules, location of businesses and work schedules. Attachment VIII shows the number of students involved in work experience programs and would indicate that work experience is an integral component of the vocational curriculum but is not a mandatory requirement.

Attachment I

FISCAL YEAR 1970—ALLOTMENTS AND EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal year 1970 part 3 allotment	15 percent of allotment for disadvantaged	Expended for disadvantaged		Percent of allotment[1]	Dollars unexpended
			Fiscal year 1970	Fiscal year 1971		
Alabama	$6,850,464	$1,027,570	$1,027,570		15.0	0
Alaska	403,555	60,533	238,098		59.0	0
Arizona	2,947,567	442,135	305,205	$136,935	15.0	0
Arkansas	3,693,674	554,051	855,083		23.1	0
California	23,903,359	3,585,504	3,585,504	40,319	15.2	0
Colorado	3,293,775	494,066	443,186	50,880	15.0	0
Connecticut	3,402,846	510,427	445,536	65,764	15.0	0
Delaware	653,224	97,984	104,081		15.9	0
District of Columbia	826,189	122,928	124,000	244,206	15.0	0
Florida	9,767,350	1,465,103	1,225,016	262,210	15.0	0
Georgia	8,907,572	1,336,136	1,224,905	262,210	16.7	0
Hawaii	1,281,603	192,240	136,337	68,614	16.0	0
Idaho	1,348,046	202,207	119,183	83,204	15.0	0
Illinois	12,769,779	1,915,467	3,314,003		26.0	0
Indiana	7,431,298	1,114,695	1,114,694		15.0	0
Iowa	4,198,015	629,702	268,340	361,362	15.0	0
Kansas	3,598,952	539,843	472,917	68,480	15.0	0
Kentucky	6,212,161	931,824	451,468	480,352	14.9	$4
Louisiana	7,067,294	1,060,094	1,100,735	116,282	17.2	0
Maine	1,714,714	257,207	257,207		15.0	0
Maryland	2,241,683	786,252	573,166	480,710	20.1	0
Massachusetts	6,866,845	1,030,027	144,775	885,252	15.0	0
Michigan	12,038,767	1,805,815	1,805,815		15.0	0
Minnesota	5,683,713	852,557	687,917	164,640	15.0	0
Mississippi	4,712,410	706,862	713,025	1,858	15.2	0
Missouri	7,028,458	1,054,269	655,707	446,825	15.0	0
Montana	1,233,991	185,099	186,506	64,566	20.3	0
Nebraska	2,227,091	334,064	137,533	196,531	15.0	0
Nevada	529,448	79,417	83,028	8,913	17.4	0
New Hampshire	1,058,551	158,783	34,552	124,231	15.0	0
New Jersey	8,543,798	1,281,570	1,201,183	111,776	15.4	0
New Mexico	1,947,460	292,119	292,119		15.0	0
New York	20,730,525	3,109,579	3,367,466	835,663	20.3	0
North Carolina	10,730,525	1,528,513	1,311,222	217,291	15.0	0
North Dakota	1,207,190	181,079	88,593	92,485	15.0	0
Ohio	15,503,686	2,325,553	1,822,629	502,924	15.0	0
Oklahoma	4,541,401	681,210	966,801		21.3	0
Oregon	3,138,872	470,831	420,584	57,006	15.2	0
Pennsylvania	17,080,756	2,562,113	2,754,892	74,409	16.6	0
Rhode Island	1,294,166	194,125	23,768	170,357	15.0	0
South Carolina	5,581,203	837,180	794,448	128,334	16.5	0
South Dakota	1,228,372	184,256	169,611	14,645	15.0	0
Tennessee	7,311,487	1,096,723	1,554,856		21.3	0
Texas	19,648,794	2,947,319	2,040,939	758,579	14.2	$147.81
Utah	1,926,493	288,974	288,974		15.0	0
Vermont	718,373	107,756	86,045	21,711	15.0	0
Virginia	8,325,655	1,248,848	822,280	426,568	15.0	0
Washington	4,779,695	716,954	591,245	356,394	19.8	0
West Virginia	3,544,340	531,651	529,335	2,355	15.0	0
Wisconsin	6,327,757	949,164	911,506	58,880	15.3	0
Wyoming	544,453	81,668	81,668		15.0	0
American Samoa	68,160	10,224		51,120	75.0	0
Guam	254,854	38,228	38,230		15.0	0
Puerto Rico	5,714,116	857,117	696,513	160,604	15.0	0
Trust Territory	172,927	25,939		25,939	15.0	0
Virgin Islands	107,338	16,101		20,623	19.2	0

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1971—ALLOTMENTS AND EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal year 1971 part B allotment	15 percent of allotment for disadvantaged	Expended for disadvantaged: Fiscal year 1971	Expended for disadvantaged: Fiscal year 1972	Percent of allotment [1]	Dollars unexpended
Alabama	$7, 168, 270	$1, 075, 241	$996, 991	$298, 200	18. 1	0
Alaska	422, 312	63, 347	63, 347	....	15. 0	0
Arizona	3, 084, 298	462, 645	450, 737	35, 267	15. 8	0
Arkansas	3, 864, 985	579, 748	957, 243	....	24. 8	0
California	25, 010, 505	3, 751, 576	3, 490, 433	317, 724	15. 2	0
Colorado	3, 446, 489	516, 973	418, 447	98, 526	15. 0	0
Connecticut	3, 560, 314	534, 047	381, 789	159, 663	15. 2	0
Delaware	683, 489	102, 523	102, 523	....	15. 0	0
District of Columbia	864, 342	129, 651	129, 652	....	15. 0	0
Florida	10, 219, 726	1, 532, 959	1, 573, 138	671, 774	22. 0	0
Georgia	9, 320, 803	1, 398, 120	1, 504, 431	1, 688, 268	34. 3	0
Hawaii	1, 341, 119	201, 168	120, 518	80, 650	15. 0	0
Idaho	1, 410, 598	211, 590	52, 925	158, 663	15. 0	0
Illinois	13, 360, 897	2, 004, 135	3, 905, 401	....	29. 2	0
Indiana	7, 775, 608	1, 166, 341	1, 223, 195	....	15. 7	0
Iowa	4, 392, 605	658, 891	121, 503	537, 387	15. 0	0
Kansas	3, 765, 756	564, 863	333, 945	230, 918	15. 0	0
Kentucky	6, 500, 330	975, 050	491, 376	483, 673	15. 0	0
Louisiana	7, 463, 301	1, 119, 495	1, 144, 150	7, 450	15. 4	0
Maine	1, 794, 206	269, 131	257, 060	12, 071	15. 0	0
Maryland	5, 484, 600	822, 690	541, 136	191, 960	13. 4	$89, 594
Massachusetts	7, 184, 686	1, 077, 703	154, 469	923, 234	15. 0	0
Michigan	12, 596, 706	1, 889, 506	1, 889, 506	....	15. 0	0
Minnesota	5, 947, 246	892, 087	958, 502	28, 534	16. 6	0
Mississippi	4, 931, 282	739, 692	783, 877	....	15. 9	0
Missouri	7, 353, 941	1, 103, 091	590, 287	512, 804	15. 0	0
Montana	1, 291, 234	193, 685	199, 592	....	15. 5	0
Nebraska	2, 330, 328	349, 549	40, 862	308, 687	15. 0	0
Nevada	553, 955	83, 093	88, 270	11, 082	17. 9	0
New Hampshire	1, 107, 570	166, 136	32, 194	133, 942	15. 0	0
New Jersey	8, 939, 174	1, 340, 876	1, 370, 956	21, 956	15. 6	0
New Mexico	2, 037, 894	305, 684	331, 142	....	16. 2	0
New York	21, 689, 304	3, 253, 396	2, 708, 896	544, 499	15. 0	0
North Carolina	10, 662, 796	1, 599, 419	1, 421, 237	178, 182	15. 0	0
North Dakota	1, 263, 226	189, 484	113, 035	76, 449	15. 0	0
Ohio	16, 221, 862	2, 433, 279	2, 035, 573	397, 707	15. 0	0
Oklahoma	4, 751, 840	712, 776	945, 384	....	19. 9	0
Oregon	3, 284, 314	492, 647	456, 230	54, 357	15. 5	0
Pennsylvania	17, 871, 260	2, 680, 689	3, 001, 229	479, 532	19. 5	0
Rhode Island	1, 354, 098	203, 115	5, 398	197, 717	15. 0	0
South Carolina	5, 840, 401	876, 060	706, 573	169, 487	15. 0	0
South Dakota	1, 285, 372	192, 806	266, 508	....	20. 7	0
Tennessee	7, 742, 788	1, 161, 418	1, 298, 408	....	16. 8	0
Texas	20, 559, 898	3, 088, 985	493, 782	2, 592, 890	15. 0	0
Utah	2, 015, 921	302, 388	339, 103	....	16. 8	0
Vermont	751, 864	112, 750	230, 420	....	30. 7	0
Virginia	8, 684, 511	1, 302, 677	901, 469	401, 209	15. 0	0
Washington	5, 001, 295	750, 194	750, 095	59, 979	16. 2	0
West Virginia	3, 708, 689	559, 103	559, 103	....	15. 1	0
Wisconsin	6, 621, 049	993, 157	944, 532	116, 959	16. 0	0
Wyoming	569, 704	85, 456	86, 174	1, 730	15. 4	0
American Samoa	71, 334	10, 700	13, 623	36, 089	69. 7	0
Guam	266, 722	40, 008	40, 008	....	15. 0	0
Puerto Rico	5, 979, 944	896, 992	947, 640	....	15. 8	0
Trust Territory	180, 968	27, 145	1, 399	25, 746	15. 0	0
Virgin Islands	112, 324	16, 849	10, 687	4, 146	13. 2	2, 016

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1972—ALLOTMENTS AND EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal year 1972 part B allotment	15 percent of allotment for disadvantaged	Expended for disadvantaged		Percent of allotment[1]	Unexpended balance returned
			Fiscal year 1972	Fiscal year 1973		
Alabama	$8, 406, 817	$1, 261, 023	$937, 861	$287, 162	15. 0	0
Alaska	513, 457	77, 019	82, 019		16. 0	0
Arizona	3, 643, 135	546, 470	507, 563	65, 868	15. 7	0
Arkansas	4, 545, 544	681, 832	1, 027, 859		22. 6	0
California	30, 091, 972	4, 513, 796	4, 170, 484	364, 857	15. 0	0
Colorado	4, 221, 389	633, 208	503, 385	229, 220	17. 4	0
Connecticut	4, 231, 961	634, 794	250, 164	770, 933	24. 1	0
Delaware	859, 085	128, 863	128, 863		15. 0	0
District of Columbia	1, 010, 762	151, 614	160, 043		15. 9	0
Florida	11, 965, 538	1, 794, 831	1, 875, 317	826, 335	22. 6	0
Georgia	10, 903, 070	1, 635, 461	1, 222, 730	412, 731	15. 0	0
Hawaii	1, 580, 477	237, 072	159, 468	86, 243	15. 5	0
Idaho	1, 740, 254	261, 038	27, 326	233, 712	15. 0	0
Illinois	16, 325, 716	2, 448, 857	5, 158, 926		31. 6	0
Indiana	9, 511, 708	1, 426, 756	1, 426, 756		15. 0	0
Iowa	5, 499, 107	824, 866	306, 682	518, 184	15. 0	0
Kansas	4, 549, 365	697, 405	50, 214	647, 191	15. 0	0
Kentucky	7, 623, 109	1, 143, 466	420, 059	723, 407	15. 0	0
Louisiana	8, 872, 840	1, 330, 926	1, 841, 649	231, 948	23. 4	0
Maine	2, 116, 508	317, 476	312, 960	4, 517	15. 0	0
Maryland	6, 453, 773	968, 066	599, 727	359, 001	15. 4	0
Massachusetts	8, 279, 060	1, 241, 859	150, 570	1, 135, 224	15. 5	0
Michigan	15, 312, 530	2, 296, 940	462, 515	1, 834, 866	15. 0	0
Minnesota	7, 139, 138	1, 070, 871	1, 216, 413	14, 955	17. 2	0
Mississippi	5, 804, 180	870, 627	894, 138		15. 4	0
Missouri	8, 841, 073	1, 326, 161	744, 326	581, 835	15. 0	0
Montana	1, 554, 098	233, 115	241, 410		15. 5	0
Nebraska	2, 784, 937	417, 741	117, 691	300, 050	15. 0	0
Nevada	675, 996	101, 399	174, 290		25. 8	0
New Hampshire	1, 332, 469	199, 870	175, 754	76, 371	18. 9	0
New Jersey	10, 837, 793	1, 625, 669	1, 776, 248		16. 4	0
New Mexico	2, 467, 331	370, 100	378, 648		15. 3	0
New York	25, 221, 934	3, 783, 290	4, 439, 478		17. 6	0
North Carolina	12, 568, 871	1, 885, 331	1, 885, 331	150, 983	16. 2	0
North Dakota	1, 502, 485	225, 373	162, 474	62, 899	15. 0	0
Ohio	19, 605, 737	2, 940, 861	2, 118, 392	822, 469	15. 0	0
Oklahoma	5, 652, 065	847, 810	1, 170, 219		20. 7	0
Oregon	4, 029, 962	604, 494	615, 786		15. 3	0
Pennsylvania	21, 175, 458	3, 176, 319	3, 782, 133	314, 800	19. 3	0
Rhode Island	1, 560, 246	234, 037	818	233, 219	15. 0	0
South Carolina	6, 892, 676	1, 033, 901	785, 029	248, 925	15. 0	0
South Dakota	1, 518, 034	227, 705	311, 966		20. 6	0
Tennessee	9, 093, 331	1, 364, 000	1, 514, 471		16. 7	0
Texas	24, 662, 653	3, 699, 398	290, 230	3, 411, 509	15. 0	0
Utah	2, 457, 750	368, 663	365, 547	3, 116	15. 0	0
Vermont	886, 283	132, 663	77, 896	55, 046	15. 0	0
Virginia	10, 311, 628	1, 546, 744	1, 170, 748	375, 996	15. 0	0
Washington	6, 213, 164	931, 975	1, 095, 749		17. 6	0
West Virginia	4, 277, 862	641, 679	427, 734	213, 946	15. 0	0
Wisconsin	7, 965, 778	1, 194, 867	987, 034	209, 756	15. 0	0
Wyoming	701, [illegible]0	105, 173	75, 555	35, 961	15. 9	0
American Samoa	82, [illegible]60	12, 414	40, 396		48. 9	0
Guam	308, 980	46, 347	46, 347		15. 0	0
Puerto Rico	6, 942, 371	1, 041, 356	1, 392, 532		20. 1	0
Trust Territory	210, 284	31, 533	7, 252	24, 197	14. 9	94
Virgin Islands	130, 312	19, 547	(2)	(2)	(2)	(2)

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

[2] Not applicable.

FISCAL YEAR 1970 ALLOTMENTS AND EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal year 1970 part B allotment	15 percent of allotment for handicapped	Expended for disadvantaged		Percent of allotment [1]	Dollars unexpended
			Fiscal year 1970	Fiscal year 1971		
Alabama	$6,850,464	$685,046	$303,049	$381,997	10.0	0
Alaska	403,555	40,356	46,356	....	11.5	0
Arizona	2,947,567	294,757	206,591	88,169	10.0	0
Arkansas	3,693,674	369,367	328,878	43,905	10.1	0
California	23,903,359	2,390,335	2,390,336	26,879	10.1	0
Colorado	3,293,775	329,378	264,374	65,004	10.0	0
Connecticut	3,402,846	340,285	63,951	278,404	10.1	0
Delaware	653,224	65,322	59,133	12,700	10.[illegible]	0
District of Columbia	826,189	82,619	49,597	29,185	9.5	3,837
Florida	9,767,350	976,735	530,629	363,652	9.2	82,454
Georgia	8,907,572	850,757	673,395	277,499	10.7	0
Hawaii	1,281,603	128,160	96,564	31,596	10.0	0
Idaho	1,348,046	134,805	25,277	107,223	9.9	2,305
Illinois	12,769,779	1,276,978	1,292,604	....	10.1	0
Indiana	7,431,298	743,130	743,129	....	10.[illegible]	0
Iowa	4,198,015	419,802	299,079	120,722	10.0	0
Kansas	3,598,952	395,895	172,860	187,139	10.0	0
Kentucky	6,212,161	621,216	298,079	323,136	10.0	0
Louisiana	7,067,294	706,729	264,618	459,074	10.2	0
Maine	1,714,714	171,471	156,512	19,489	10.3	0
Maryland	2,241,683	524,168	429,948	240,753	12.3	0
Massachusetts	6,866,845	686,685	....	686,684	10.0	0
Michigan	12,038,767	1,203,877	1,203,877	....	10.0	0
Minnesota	5,683,713	568,371	556,876	11,495	10.0	0
Mississippi	4,712,410	471,241	443,175	28,066	10.0	0
Missouri	7,028,458	702,846	140,676	562,170	15.0	0
Montana	1,233,991	123,399	131,895	8,762	11.4	0
Nebraska	2,227,091	222,709	31,803	190,575	9.9	331
Nevada	529,448	52,945	49,502	5,323	10.4	0
New Hampshire	1,058,551	105,855	4,375	101,480	10.0	0
New Jersey	8,543,798	854,380	830,134	24,384	10.0	0
New Mexico	1,947,460	194,746	194,746	....	10.0	0
New York	20,730,525	2,073,053	1,202,085	870,968	10.0	0
North Carolina	10,190,085	1,019,009	508,832	510,177	10.0	0
North Dakota	1,207,190	120,719	15,647	105,072	10.0	0
Ohio	15,503,686	1,550,369	827,544	722,825	10.0	0
Oklahoma	4,541,401	454,140	284,565	169,575	10.0	0
Oregon	3,138,872	313,887	274,875	41,681	10.0	0
Pennsylvania	17,080,756	1,708,076	1,640,168	183,811	10.7	0
Rhode Island	1,294,166	129,417	20,136	109,281	10.0	0
South Carolina	5,581,203	558,120	470,687	150,229	11.1	0
South Dakota	1,228,372	122,837	42,997	64,150	8.7	15,690
Tennessee	7,311,487	731,149	637,386	102,597	10.1	0
Texas	19,648,794	1,964,879	1,344,240	530,133	9.5	90,506
Utah	1,926,493	192,649	212,130	....	11.0	0
Vermont	718,373	71,837	72,223	....	10.0	0
Virginia	8,325,655	832,566	245,761	399,051	7.7	187,754
Washington	4,779,695	477,970	405,863	243,605	13.6	0
West Virginia	3,544,340	354,434	171,355	183,079	10.0	0
Wisconsin	6,327,757	632,776	579,756	53,007	11.0	0
Wyoming	544,453	54,445	54,595	....	10.0	0
American Samoa	68,160	6,816	....	6,816	10.0	0
Guam	254,854	25,485	25,485	....	10.0	0
Puerto Rico	5,714,116	571,412	212,804	358,608	10.0	0
Trust Territory	172,927	17,293	....	15,771	9.1	1,522
Virgin Islands	107,338	10,734	....	10,734	10.[illegible]	0

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1971—ALLOTMENTS AND EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal year 1971 part B allotment	10 percent of allotment for handicapped	Expended for handicapped		Percent of allotment[1]	Dollars unexpended
			Fiscal year 1971	Fiscal year 1972		
Alabama	$7, 168, 270	$716, 827	$579, 510	$198, 800	10. 9	0
Alaska	422, 312	42, 231	42, 232		10. 0	0
Arizona	3, 084, 298	308, 430	276, 704	42, 144	10. 3	0
Arkansas	3, 864, 985	386, 498	428, 310		11. 1	0
California	25, 010, 505	2, 501, 051	2, 374, 723	212, 217	10. 3	0
Colorado	3, 446, 489	344, 649	356, 094		10. 3	0
Connecticut	3, 560, 314	356, 031	232, 247	134, 091	10. 3	0
Delaware	683, 489	68, 349	68, 349		10. 0	0
District of Columbia	864, 342	86, 434	48, 347	38, 087	10. 0	0
Florida	10, 219, 726	1, 021, 973	867, 873	299, 017	11. 4	0
Georgia	9, 320, 803	932, 080	674, 887	909, 066	16. 7	0
Hawaii	1, 341, 119	134, 112	86, 602	47, 510	10. 0	0
Idaho	1, 410, 598	141, 060		141, 060	10. 0	0
Illinois	13, 360, 897	1, 336, 090	1, 361, 443		10. 2	0
Indiana	7, 775, 608	777, 561	812, 521		10. 4	0
Iowa	4, 392, 605	439, 261	361, 517	87, 494	10. 2	0
Kansas	3, 765, 756	376, 576	184, 697	191, 879	10. 0	0
Kentucky	6, 500, 330	650, 033	222, 515	428, 886	10. 0	0
Louisiana	7, 463, 301	746, 330		722, 582	9. 7	$23, 748
Maine	1, 794, 206	179, 421	159, 931	19, 490	10. 0	0
Maryland	5, 484, 600	548, 460	395, 499	98, 233	9. 0	54, 728
Massachusetts	7, 184, 686	718, 469	16, 926	749, 039	10. 7	0
Michigan	12, 596, 706	1, 259, 671	1, 259, 671		10. 0	0
Minnesota	5, 947, 246	594, 725	570, 696	26, 305	10. 0	0
Mississippi	5, 931, 282	493, 128	356, 596	136, 533	10. 0	0
Missouri	7, 353, 941	735, 394	562, 185	173, 209	10. 0	0
Montana	1, 291, 234	129, 123	128, 881	242	10. 0	0
Nebraska	2, 330, 328	233, 033		233, 033	10. 0	0
Nevada	533, 955	55, 396	50, 960	7, 549	10. 6	0
New Hampshire	1, 107, 570	110, 757	22, 838	88, 152	10. 0	0
New Jersey	8, 939, 174	893, 917	954, 884	2, 902	10. 7	0
New Mexico	2, 037, 894	203, 789	204, 920		10. 0	0
New York	21, 689, 304	2, 168, 930	2, 119, 428	49, 502	10. 0	0
North Carolina	10, 662, 796	1, 066, 280	588, 839	477, 441	10. 0	0
North Dakota	1, 263, 226	126, 323	44, 282	82, 041	10. 0	0
Ohio	16, 221, 862	1, 622, 186	1, 287, 112	335, 075	10. 0	0
Oklahoma	4, 751, 840	475, 184	334, 361	140, 823	10. 0	0
Oregon	3, 284, 314	328, 431	304, 481	23, 950	10. 0	0
Pennsylvania	17, 871, 260	1, 787, 126	1, 376, 645	964, 963	13. 1	0
Rhode Island	1, 354, 098	135, 410	24, 342	111, 068	10. 0	0
South Carolina	5, 840, 401	584, 040	485, 340	98, 700	10. 0	0
South Dakota	1, 285, 372	128, 537			0	128, 537
Tennessee	7, 742, 788	774, 279	640, 134	134, 145	10. 0	0
Texas	20, 559, 898	2, 055, 990	1, 990, 312	133, 229	10. 3	0
Utah	2, 015, 921	201, 592	154, 707	46, 885	10. 0	0
Vermont	751, 664	75, 166	71, 261	3, 997	10. 0	0
Virginia	8, 684, 511	868, 451		523, 518	6. 0	344, 933
Washington	5, 001, 295	500, 130	500, 130	26, 829	10. 5	0
West Virginia	3, 708, 689	370, 869		370, 869	10. 0	0
Wisconsin	6, 621, 049	662, 105	620, 909	101, 003	10. 9	0
Wyoming	569, 704	56, 970	58, 912	635	10. 5	0
American Samoa	71, 334	7, 133	6, 816	4, 294	15. 6	0
Guam	266, 722	26, 672	26, 672		10. 0	0
Puerto Rico	5, 979, 944	597, 994	104, 706	493, 288	10. 0	0
Trust Territory	180, 968	18, 097	733	17, 164	10. 0	0
Virgin Islands	112, 324	11, 232	10, 799		9. 6	433

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1972—ALLOTMENTS AND EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal year 1972 part B allotment	10 percent of allotment for handicapped	Expended for handicapped		Percent of allotment[1]	Unexpended balance returned
			Fiscal year 1972	Fiscal year 1973		
Alabama	$8,406,817	$840,682	$649,241	$194,441	10.0	0
Alaska	513,457	41,346	51,215	131	10.0	0
Arizona	3,643,135	364,314	356,831	24,227	10.5	0
Arkansas	4,545,544	454,554	511,100		11.2	0
California	30,091,972	3,009,197	2,788,417	243,238	10.1	0
Colorado	4,221,389	422,139	382,961	48,550	10.2	0
Connecticut	4,231,961	423,196	88,498	401,427	11.6	0
Delaware	859,085	85,909	85,908		10.0	0
District of Columbia	1,010,762	101,076	48,212	67,864	11.5	0
Florida	11,965,538	1,196,554	1,013,352	326,617	15.4	0
Georgia	10,903,070	1,090,307	655,858	434,038	9.9	$411
Hawaii	1,580,477	158,048	105,703	42,706	10.0	0
Idaho	1,740,254	174,025	8,130	165,659	9.9	236
Illinois	16,325,716	1,632,572	1,648,897		10.1	0
Indiana	9,511,708	951,171	951,171		10.0	0
Iowa	5,499,107	549,911	506,817	43,094	10.0	0
Kansas	4,649,365	469,937	16,033	448,904	10.0	0
Kentucky	7,623,109	762,311	187,636	574,674	10.0	0
Louisiana	8,872,840	887,284		809,127	9.1	78,157
Maine	2,116,508	211,651	209,914	1,737	10.0	0
Maryland	6,453,773	645,377	291,563	643,814	14.5	0
Massachusetts	8,279,060	827,906	607,508	239,760	10.2	0
Michigan	15,312,930	1,531,293	415,356	1,116,190	10.0	0
Minnesota	7,139,138	713,914	713,913	834	10.0	0
Mississippi	5,804,180	580,418	365,149	215,269	10.0	0
Missouri	8,841,073	884,107	110,969	773,138	10.0	0
Montana	1,554,098	155,410	188,129		12.1	0
Nebraska	2,784,937	278,494	106,734	171,760	10.0	0
Nevada	675,996	67,560	99,002		14.6	0
New Hampshire	1,332,469	133,247	41,694	91,553	10.0	0
New Jersey	10,837,793	1,083,779	1,197,788		11.1	0
New Mexico	2,467,331	246,733	269,816		10.9	0
New York	25,221,934	2,522,193	2,256,664	265,546	10.0	0
North Carolina	12,568,871	1,256,887	910,773	346,114	10.0	0
North Dakota	1,502,485	150,249	78,314	71,934	10.0	0
Ohio	19,605,737	1,960,574	1,449,814	510,760	10.0	0
Oklahoma	5,652,065	565,207	498,201	67,005	10.0	0
Oregon	4,029,962	402,996	422,888		10.5	0
Pennsylvania	21,175,458	2,117,546	1,443,772	1,052,242	11.8	0
Rhode Island	1,560,246	156,025	22,421	133,604	10.0	0
South Carolina	6,892,676	689,268	551,948	137,320	10.0	0
South Dakota	1,518,034	151,803	103,968	48,670	10.1	0
Tennessee	9,093,331	909,333	833,782	75,549	10.0	0
Texas	24,662,653	2,466,265	2,618,169		10.6	0
Utah	2,457,750	245,775	234,718	11,057	10.0	0
Vermont	886,283	88,628	72,397	16,231	10.0	0
Virginia	10,311,628	1,031,163		1,030,693	9.9	470
Washington	6,311,628	621,316	743,589		12.0	0
West Virginia	4,277,862	427,786	128,047	299,739	10.0	0
Wisconsin	7,965,778	796,578	619,210	180,068	10.0	0
Wyoming	701,150	70,115	41,457	36,555	11.1	0
American Samoa	82,760	8,276	(2)	(2)	(2)	(2)
Guam	308,980	30,898	30,898		10.0	0
Puerto Rico	6,942,371	694,237	428,367	265,870	10.0	0
Trust Territory	210,284	21,028	4,835	16,131	9.9	62
Virgin Islands	130,312	13,031	(2)	(2)	(2)	(2)

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

[2] Not applicable.

FISCAL YEAR 1970—ALLOTMENTS AND EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal year 1970 part B allotment	15 percent of allotment for post-secondary	Expended for postsecondary		Percent of allotment[1]	Unexpended balance returned
			Fiscal year 1970	Fiscal year 1971		
Alabama	$6, 850, 464	$1, 027, 570	$1, 027, 570		15. 0	0
Alaska	403, 555	60, 533	64, 724		16. 0	0
Arizona	2, 947, 567	442, 135	649, 601	$125, 468	26. 3	0
Arkansas	3, 693, 674	554, 051	1, 214, 991		32. 9	0
California	23, 903, 359	3, 585, 504	5, 472, 704	201, 598	23. 7	0
Colorado	3, 293, 775	494, 066	593, 219		18. 0	0
Connecticut	3, 402, 846	510, 427	328, 053	207, 181	15. 7	0
Delaware	653, 224	97, 984	97, 911		14. 9	$73
District of Columbia	826, 189	123, 928	81, 253	60, 310	17. 1	0
Florida	9, 767, 350	1, 465, 103	1, 772, 726	206, 193	20. 3	0
Georgia	8, 907, 572	1, 336, 136	2, 499, 732	452, 030	33. 1	0
Hawaii	1, 281, 603	192, 240	653, 844	44, 873	62. 9	0
Idaho	1, 348, 046	202, 207	481, 612		35. 7	0
Illinois	12, 768, 779	1, 915, 467	2, 093, 710		16. 4	0
Indiana	7, 431, 298	1, 114, 695	1, 124, 372		15. 1	0
Iowa	4, 198, 015	629, 702	2, 094, 147		49. 9	0
Kansas	3, 598, 952	539, 843	788, 741	37, 915	22. 9	0
Kentucky	6, 212, 161	931, 824	931, 824		15. 0	0
Louisiana	7, 067, 294	1, 060, 094	1, 820, 798	361, 757	30. 9	0
Maine	1, 714, 714	257, 207	239, 915	22, 450	15. 3	0
Maryland	5, 241, 683	786, 252	1, 105, 572	295, 470	26. 7	0
Massachusetts	6, 866, 845	1, 030, 027	442, 804	587, 222	15. 0	0
Michigan	12, 038, 767	1, 805, 815	1, 870, 256		15. 5	0
Minnesota	5, 683, 713	852, 557	1, 361, 394	12, 806	24. 2	0
Mississippi	4, 712, 410	706, 862	885, 514		18. 8	0
Missouri	7, 028, 458	1, 054, 269	1, 054, 269		15. 0	0
Montana	1, 233, 991	185, 099	527, 542	14, 530	43. 9	0
Nebraska	2, 227, 091	334, 064	496, 644	1, 931	22. 4	0
Nevada	529, 448	79, 417	104, 301	10, 234	21. 6	0
New Hampshire	1, 058, 551	158, 783	125, 146	45, 278	16. 1	0
New Jersey	8, 543, 798	1, 281, 570	1, 063, 558	266, 253	15. 6	0
New Mexico	1, 947, 460	292, 119	695, 649		35. 7	0
New York	20, 730, 525	3, 109, 579	2, 105, 529	1, 004, 051	15. 0	0
North Carolina	10, 190, 085	1, 528, 513	1, 712, 001		16. 8	0
North Dakota	1, 207, 190	181, 079	184, 684		15. 3	0
Ohio	15, 503, 686	2, 325, 553	2, 481, 971	234, 094	17. 5	0
Oklahoma	4, 541, 401	681, 210	856, 527		18. 9	0
Oregon	3, 138, 872	470, 831	812, 096		25. 9	0
Pennsylvania	17, 080, 756	2, 562, 113	2, 671, 786	364, 695	17. 8	0
Rhode Island	1, 294, 166	194, 125	155, 222	38, 903	15. 0	0
South Carolina	5, 581, 203	837, 180	84, 0126		15. 1	0
South Dakota	1, 228, 372	184, 256	335, 987		27. 4	0
Tennessee	7, 311, 487	[illegible], 096, 723	2, 435, 913		33. 3	0
Texas	19, 648, 794	2, 947, 319	6, 872, 573	14, 433	40. 4	0
Utah	1, 926, 493	288, 974	777, 415		40. 3	0
Vermont	718, 373	107, 756	161, 079		22. 4	0
Virginia	8, 325, 655	1, 248, 848	1, 369, 595		16. 5	0
Washington	4, 779, 695	716, 954	915, 281	106, 157	21. 4	0
West Virginia	3, 544, 340	531, 651	531, 360		14. 9	2[illegible]1
Wisconsin	6, 327, 757	949, 164	980, 822	82, 604	16. 8	0
Wyoming	544, 453	81, 668	111, 669		20. 5	0
American Samoa	68, 160	10, 224		10, 224	15. 0	0
Guam	254, 854	38, 228	38, 230		15. 0	0
Puerto Rico	5, 714, 116	857, 117	1, 154, 631		20. 3	0
Trust Territory	172, 927	25, 939		25, 939	15. 0	0
Virgin Islands	107, 338	16, 101		16, 101	15. 0	0

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1971—ALLOTMENTS AND EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal year 1971 part B allotment	15 percent of allotment for post-secondary	Expended for postsecondary		Percent of allotment[1]	Unexpended balance returned
			Fiscal year 1971	Fiscal year 1972		
Alabama	$7,168,270	$1,075,241	$538,482	$536,759	15.0	0
Alaska	422,312	63,347	63,347		15.0	0
Arizona	3,084,298	462,645	827,866	293,294	36.4	0
Arkansas	3,864,985	579,748	1,359,785		35.2	0
California	25,010,505	3,751,576	4,733,647	527,398	21.0	0
Colorado	3,446,489	516,973	1,232,205		35.8	0
Connecticut	3,560,314	534,047	319,510	214,681	15.0	0
Delaware	683,489	102,523	101,002	3,543	15.3	0
District of Columbia	864,342	129,651	129,652		15.0	0
Florida	10,219,726	1,532,959	2,582,027	126,100	26.5	0
Georgia	9,320,803	1,398,120	1,892,259	192,553	22.4	0
Hawaii	1,341,119	201,168	632,250	223,477	63.8	0
Idaho	1,410,598	211,590	709,269		50.2	0
Illinois	13,360,897	2,004,135	2,006,064		15.0	0
Indiana	7,775,608	1,166,341	1,221,480		15.7	0
Iowa	4,392,605	658,891	2,241,120	293,663	57.7	0
Kansas	3,765,756	564,863	1,025,387		27.2	0
Kentucky	6,500,330	975,050	980,181	386,036	21.0	0
Louisiana	7,463,301	1,119,495	2,058,221	230,457	30.7	0
Maine	1,794,206	269,131	446,936	29,463	26.6	0
Maryland	5,484,600	822,690	1,015,016	14,628	18.8	0
Massachusetts	7,184,686	1,077,703	624,752	490,903	15.5	0
Michigan	12,596,706	1,889,506	2,429,761		19.3	0
Minnesota	5,947,246	892,087	2,136,197	21,475	36.3	0
Mississippi	4,931,282	739,692	814,515		16.5	0
Missouri	7,353,941	1,103,091	1,105,275		15.0	0
Montana	1,291,234	193,685	632,685	28,992	51.3	0
Nebraska	2,330,328	349,549	776,000	2,934	33.4	0
Nevada	553,955	83,093	96,460	10,916	19.4	0
New Hampshire	1,107,570	166,136	168,855	15,972	16.7	0
New Jersey	8,939,174	1,340,876	1,447,666		16.2	0
New Mexico	2,037,894	305,684	823,124		40.4	0
New York	21,689,304	3,253,396	3,109,838	143,557	15.0	0
North Carolina	10,662,796	1,559,419	1,863,480	2,450	17.5	0
North Dakota	1,263,226	189,484	510,746		40.4	0
Ohio	16,221,862	2,433,279	2,775,379	151,934	18.0	0
Oklahoma	4,751,840	712,776	1,451,660		30.5	0
Oregon	3,284,314	492,647	1,018,909		31.0	0
Pennsylvania	17,871,260	2,680,689	3,944,773	59,217	22.4	0
Rhode Island	1,354,098	203,115	58,299	144,816	15.0	0
South Carolina	5,840,401	876,060	1,053,676		18.0	0
South Dakota	1,285,372	192,806	331,315	1,163	25.9	0
Tennessee	7,742,788	1,161,418	3,037,241		39.2	0
Texas	20,559,898	3,083,985	4,905,899	220,653	24.9	0
Utah	2,015,921	302,388	407,613		20.2	0
Vermont	751,564	112,750	126,210		16.8	0
Virginia	8,684,511	1,302,677	1,857,795		21.4	0
Washington	5,001,295	750,194	751,194	222,354	19.5	0
West Virginia	3,708,689	556,207	556,303		15.0	0
Wisconsin	6,621,049	993,157	850,865	142,292	15.0	0
Wyoming	569,704	85,456	142,979	1,176	25.3	0
American Samoa	71,334	10,700	2,548	14,790	24.3	0
Guam	266,722	40,008	40,008		15.0	0
Puerto Rico	5,979,944	896,992	933,524	66,585	16.7	0
Trust Territory	180,968	27,145	1,399	25,746	15.0	0
Virgin Islands	112,324	16,849	69	16,505	14.7	85

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

FISCAL YEAR 1972—ALLOTMENTS AND EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal year 1972 part B allotment	15 percent of allotment for post-secondary	Expended for postsecondary		Percent of allotment[1]	Unexpended balance returned
			Fiscal year 1972	Fiscal year 1973		
Alabama	$8, 406, 817	$1, 261, 323	$735, 302	$525, 721	15. 0	0
Alaska	513, 457	77, 019	86, 412		16. 9	0
Arizona	3, 643, 135	546, 470	602, 301	69, 168	18. 4	0
Arkansas	4, 545, 544	681, 832	1, 416, 182		31. 2	0
California	30, 091, 972	4, 513, 796	6, 921, 730	1, 167, 542	26. 9	0
Colorado	4, 221, 389	633, 208	731, 120		17. 3	0
Connecticut	4, 231, 961	634, 794	321, 731	448, 690	18. 2	0
Delaware	859, 085	128, 863	128, 863		15. 0	0
District of Columbia	1, 010, 762	151, 614	80, 330	71, 284	15. 0	0
Florida	11, 965, 538	1, 794, 831	2, 584, 567	632, 838	26. 9	0
Georgia	10, 903, 070	1, 635, 461	4, 586, 251	229, 69[illegible]	44. 2	0
Hawaii	1, 580, 477	237, 072	650, 177	76, 971	46. 0	0
Idaho	1, 740, 254	261, 038	894, 901		51. 4	0
Illinois	16, 325, 716	2, 448, 857	3, 150, 714		19. 3	0
Indiana	9, 511, 708	1, 426, 756	1, 426, 756		15. 0	0
Iowa	5, 499, 107	824, 866	2, 355, 866	898, 747	59. 4	0
Kansas	4, 649, 365	697, 405	1, 232, 603	33, 659	27. 2	0
Kentucky	7, 623, 109	1, 143, 466	958, 989	184, 477	15. 0	0
Louisiana	8, 872, 840	1, 330, 926	1, 703, 401	214, 058	21. 6	0
Maine	2, 116, 508	317, 476	375, 633	141, 308	24. 4	0
Maryland	6, 453, 773	968, 066	1, 017, 004		15. 8	0
Massachusetts	8, 279, 060	1, 241, 859	424, 674	852, 185	15. 4	0
Michigan	15, 312, 930	2, 296, 940	2, 350, 059	313, 024	17. 4	0
Minnesota	7, 139, 138	1, 070, 871	1, 699, 991		23. 8	0
Mississippi	5, 804, 180	870, 627	977, 814	13, 177	17. 1	0
Missouri	8, 841, 073	1, 326, 161	1, 356, 471		15. 3	0
Montana	1, 554, 098	233, 115	873, 407	27, 024	57. 9	0
Nebraska	2, 784, 937	417, 741	862, 932		31. 0	0
Nevada	675, 996	101, 399	114, 116		16. 9	0
New Hampshire	1, 332, 469	199, 870	136, 498	64, 434	15. 1	0
New Jersey	10, 837, 793	1, 625, 669	1, 800, 000		16. 6	0
New Mexico	2, 467, 331	370, 100	1, 010, 784		44. 7	0
New York	25, 221, 934	3, 783, 290	3, 783, 315		15. 0	0
North Carolina	12, 568, 871	1, 885, 331	1, 894, 227		15. 1	0
North Dakota	1, 502, 485	225, 373	439, 966		29. 3	0
Ohio	19, 605, 737	2, 940, 861	3, 162, 272	150, 908	16. 9	0
Oklahoma	5, 652, 065	847, 810	1, 725, 209		30. 5	0
Oregon	4, 029, 962	604, 494	1, 240, 089		30. 8	0
Pennsylvania	21, 175, 458	3, 176, 319	4, 415, 307	372, 028	22. 6	0
Rhode Island	1, 560, 246	234, 037	28, 498	205, 539	15. 0	0
South Carolina	6, 892, 676	1, 033, 901	1, 069, 840		15. 5	0
South Dakota	1, 518, 034	227, 705	425, 758		28. 0	0
Tennessee	9, 093, 331	1, 364, 000	2, 569, 626		28. 3	0
Texas	24, 662, 653	3, 699, 398	5, 012, 122	220, 525	21. 2	0
Utah	2, 457, 750	368, 663	830, 052		33. 8	0
Vermont	886, 283	132, 942	138, 459	28, 245	18. 8	0
Virginia	10, 311, 628	1, 546, 744	2, 047, 662		19. 9	0
Washington	6, 213, 164	931, 975	2, 633, 828		42. 4	0
West Virginia	4, 277, 862	641, 679	653, 452		15. 3	0
Wisconsin	7, 965, 778	1, 194, 867	1, 084, 918	234, 942	16. 6	0
Wyoming	701, 150	105, 173	192, 467	7, 530	28. 5	0
American Samoa	82, 760	12, 414	15, 160		18. 3	0
Guam	308, 980	46, 347	46, 347		15. 0	0
Puerto Rico	6, 942, 371	1, 041, 356	1, 080, 740		15. 6	0
Trust Territory	210, 284	31, 543	7, 252	24, 197	14. 9	94
Virgin Islands	130, 312	19, 547	19, 547		15. 0	0

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[1] Percent of allotment expended over the 2-year period allowed by Tydings amendment.

UNEXPENDED ALLOTMENTS[1]—VOCATIONAL EDUCATION ACT OF 1963, AS AMENDED

	Fiscal year 1970	Fiscal year 1971	Fiscal year 1972
Total	$532, 272	$644, 077	$79, 524
Delaware	(PS) 73		
District of Columbia	(H) 3, 837		
Florida	(H) 82, 454		
Georgia			(H) 411
Idaho	(H) 2, 304		(H) 236
Louisiana		(H) 23, 748	(H) 78, 157
Maryland		(D) 89, 594 (H) 54, 728	
Nebraska	(H) 331		
South Dakota	(H) 15, 690	(H) 128, 540	
Texas	(D) 147, 810 (H) 90, 206		
Virginia	(H) 187, 754	(H) 344, 933	(H) 470
West Virginia	(PS) 221		
Trust Territory	(H) 1, 522		(PS) 94 (D) 94 (H) 62
Virgin Islands		(PS) 85 (D) 2, 016 (H) 433	

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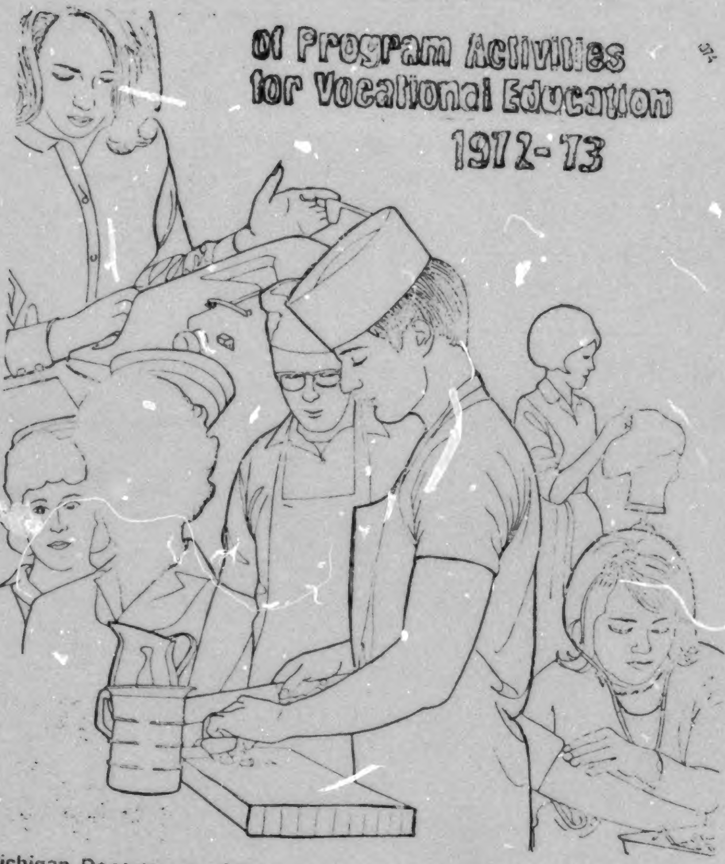
[1] Funds returned to the U.S. Treasury. (H = Handicapped, D = Disadvantaged, PS = Postsecondary setaside refunded in lieu of expenditure.) In every case where States expended less than the minimum percentage requirement the regional offices were notified and requested to assist States in taking corrective action.

# of Program Activities for Vocational Education

1972-73



Michigan Department of Education

1. Accomplishments for each of the five categories of persons served, set forth in 4.0 Annual and Long-Range Planning and Budgeting section of Part II of the State Plan.

LEVEL: Elementary.
POPULATION SERVED: General.
MISSION I. To provide an introduction to the World of work to every student in the State of Michigan.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To continue the five curriculum development pilot projects a second year	5	5	100
2. To increase the number of school districts utilizing career development programs at the elementary level	49	45	91.8

LEVEL: Secondary.
POPULATION SERVED: General.
MISSION II. To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain an entry-level salable skill regardless of his ultimate career objective.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of facilities constructed for area vocational technical centers in the State providing comprehensive occupational education to Michigan residents in accordance with the area plan	28	27	96.4
2. To increase the number of school districts that are a part of a designated area center in accordance with the area plan	219	209	95.4
3. To increase the number of students enrolled in secondary programs in K-12, intermediate school districts, and community colleges	186,287	185,978	99.8
(Consumer and homemaking 09.01)	(66,974)	(71,397)	106.6
4. To increase the percentage of students enrolled in secondary occupational programs	28.5	28.5	100
5. To increase the number of students completing secondary occupational education programs	62,500	68,492	109.6
6. To increase the total number of chapters of curricularly-based occupational education youth organizations	608	542	89.1
7. To increase the number of students who are members of curricularly-based youth organiztaions	23,221	19.517	84.0
8. To increase the number of schools providing instruction in OE codes 09.01 through 09.0109	360	365	101.4
9. To increase the number of students enrolled in consumer and homemaking programs	66,974	71,397	106.6
10. To increase the number of schools having FHA chapters as an integral part of instructional program	250	221	88.4

LEVEL: Secondary.
POPULATION SERVED: Disadvantaged.
MISSION II.
To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain an entry-level salable skill regardless of his ultimate career objective.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of K-12 districts offering work study programs	55	54	98.2
2. To increase the number of K-12 districts offering cooperative education	60	38	63.3
3. To increase the number of disadvantaged students enrolled who receive special assistance to enable them to succeed in regular programs at the secondary level	9,220	[1] 7,276	92.2
4. To increase the number of disadvantaged students enrolled in special programs	9,500	9,702	102.1

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[1] Priority in programing shifted to (1) integrating these students into regular programs and (2) increasing the number of handicapped students served.

LEVEL: Secondary.
POPULATION SERVED: Handicapped.
MISSION II.
To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain an entry-level salable skill regardless of his ultimate career objective.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of handicapped students enrolled who receive special assistance to enable them to succeed in regular programs at the secondary level	450	[1] 3,435	763.3
2. To increase the number of handicapped students enrolled in special programs	1,485	3,622	243.9

[1] Priority in programing shifted to (1) integrating these students into regular programs and (2) increasing the number of handicapped students served.

LEVEL: Postsecondary (community colleges and other Postsecondary institutions).
POPULATION SERVED: General.
MISSION III. To provide programs of adult continuing occupational education to all citizens of the State who need or desire service.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of students enrolled in postsecondary occupational education programs	43,655	57,800	132.4

LEVEL: Postsecondary (community colleges [illegible] other postsecondary institutions).
POPULATION SERVED: Disadvantaged.
Mission III: To provide programs of adult continuing occupational education to all citizens of the State who need or desire service.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of community colleges offering work study programs	5	3	60.0
2. To increase the number of disadvantaged students enrolled who receive special assistance to enable them to succeed in regular programs in community colleges	1,200	[1] 1,320	110.0
3. To increase the number of disadvantaged students enrolled in special programs	500	[1] 1,320	264.0

[1] Prior[illegible] programing shifted to (1) integrating these students into regular programs and (2) increasing the number of handicapped students served.

LEVEL: Postsecondary (community colleges and other postsecondary institutions).
POPULATION SERVED: Handicapped.
MISSION III: To provide programs of adult continuing occupational education to all citizens of the State who need or desire service.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of handicapped students enrolled who receive special assistance to enable them to succeed in regular programs in regular programs in community colleges	50	[1] 680	1,360.00
2. To increase the number of handicpped students enroll ed in special programs	165	50	30.3

[1] Priority in programing shifted to (1) integrating these students into regular programs and (2) increasing the number [illegible] handicapped students served.

LEVEL: Adult.
POPULATION SERVED: General.
MISSION III: To provide programs of adult continuing occupational education to all citizens of the State who need or desire service.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of adults enrolled in preparatory education programs	22,000	23,659	107.5
2. To increase the number of adults enrolled in supplementary programs	86,350	70,152	81.2

LEVEL: Adult.
POPULATION SERVED: Disadvantaged.
MISSION III: To provide programs of adult continuing occupational education to all citizens of the State who need or desire service.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of persons receiving consumer and homemaking instruction in schools with emphasis upon child development, consumer education, and family relations	1,915	2,346	122.5
2. To increase the number of persons receiving consumer and homemaking instruction in community colleges with emphasis upon child development, consumer education, and family relations	22,000	2,260	10.3

LEVEL: Adult.
POPULATION SERVED: Multigroup.
MISSION: Multi—All three missions.

Objectives	Desired outcomes	Actual	Percent of objectives attained
1. To increase the number of local educational agencies which utilize general vocational-technical and occupational Advisory Committees	[1] 418	405	96.9
2. To increase the number of area vocational education centers utilizing facilities beyond the normal schoolday	22		
3. To increase the number of area vocational education centers utilizing facilities during the summer months	22		
4. To increase the number of shared-time administrators responsible for secondary occupational education programs on an area basis	84	64	76.2

[1] All funded programs.

Attachment VI

FIFTH ANNUAL EVALUATION REPORT—FISCAL YEAR 1974

State Advisory Council on Vocational and Technical Education

ACCOMPLISHMENT OF OBJECTIVES—fiscal year 1974

DEPARTMENT OF EDUCATION (SECONDARY)

Objectives	Outcome sought	1974 outcome achieved
General: Introduction to vocations program:		
1. To increase the percent of students who enter a selected postsecondary course of study after participation in this program	70%	74%
2. To increase percent of high school students served through this program which enable them to develop salable skills as well as prepare them for entry into the next level of training	39% (13, 210)	43% (14, 700)
3. Maintain the percent of graduating students who are successfully employed full time	20%	1[illegible]%
Consumer and homemaking program (part F):		
1. Increase the 9–12 enrollment of consumer and homemaking programs serving youth	6, 839	4, 73
2. Maintain the foundation program in consumer and homemaking for 8th grade students	4, 664	5, 01
3. Increase the number of home projects completed by consumer and homemaking students to improve thier home, school, and community	4, 641	4, 68
Handicapped: Occupational skills program:		
1. To increase the percent of successfully employed graduates as of 6 months after graduation	70%	72%
2. Increase the percent of identified handicapped youths served by this program	38% (744)	33% (650)
Disadvantaged: Preindustrial preparation program:		
1. Increase percent of students gaining in math, science, and English on the CTBS test	58%	72%
2. Increase percent of students who enter postsecondary schools	70%	72%
3. Increase number of students to be served through the program	1, 355	1, 466
4. Increase percent of students gainfully employed	20%	20%
Work study program (part H):		
1. Increase the number of secondary schools offering work study programs	29	36
2. Increase the number of secondary vocational students enrolled in work-study	420	524
Consumer and homemaking program (part F):		
1. Increase the 9–12 enrollment of consumer and homemaking programs serving youth	3, 685	4, 328
2. Maintain the foundation program in consumer and homemaking for the 8th grade students	1, 570	1, 670
3. Increase the number of home projects completed by consumer and homemaking students to improve their home, school, and community	2, 500	2, 524

DEPARTMENT OF EDUCATION (ADULT)

Objectives	Outcome sought	1974 outcome achieved
General: Hawaiiana and tourist industry training:		
1. Increase number of adults served through the program	350	326
2. Increase the placement rate of unemployed enrollees in the program	80%	50%
3. Increase the rate of employed enrollees that upgrade employment after supplementary training	50%	48%
4. Hold special mini-sessions for members of professional organizations		620
Consumer and homemaking (part F):		
1. Increase the number of consumer and homemaking programs serving adults	42	15
Disadvantaged: Consumer and homemaking (part F):		
1. Increase the number of consumer and homemaking programs serving adults in economically depressed areas	31	29

NOTE: Part C and D projects at the secondary level are reviewed in appendix A.

COMMUNITY COLLEGE (POSTSECONDARY)

Objectives	Outcomes sought	1974 outcomes achieved
General:		
1. Increase the number of students in vocational education programs	10, 178	[1] 7, 598
2. Improve the ratio of students to guidance counselor	433/1	687/1
3. Increase the number of programs which permit students to enroll in vocational education program at more frequent intervals	16	3
4. Increase the number of programs which take into consideration previous education and work experiences and permit students to progress at their own rates	6	7
5. Increase the number of instructors who can provide effective career counseling	20	20
6. Increase the number of high school students served through the early admissions program	[1] 138	[1] 271
7. Increase the percentage of students who leave the program with saleable skills	65%	71%
8. Institute in-service career counseling and guidance programs for instructors to acquire general knowledge and to develop referral procedures	5%	5%
9. Put into operation satellite learning centers to make vocational training available to a wider segment of the population	150	180
Cooperative vocational education (part G):		
1. Increase the number of students enrolled in cooperative education	521	685
2. Increase the number of cooperative teacher coordinators	5. 5	4. 5
3. Increase the number of training stations in the cooperative education program	185	165
Disadvantaged:		
1. Help students overcome deficiencies in reading, mathematics, and communication skills	2, 042	1, 934
2. Enroll disadvantaged students in cooperative programs	49	165
3. Encourage instructors to begin developing individualized instructional materials to allow students to progress at their own rates	22	21
4. Increase the number of disadvantaged students in the college work-study program	23	185
5. Provide opportunities for self-assessment in terms of feelings of personal worth, values, achievements, aptitudes and abilities, career options and life goals, preparatory to the design of an educational program aimed at helping an individual achieve his vocational and life goals	40	15
Handicapped:		
1. Increase the number of handicapped students served in the community colleges	210	226
2. Increase the number of handicapped students enrolled in cooperative programs	18	20
3. Increase the course completion rate	28	....

[1] Data represents fall 1973 enrollments only.

COMMUNITY COLLEGE ADULT PROGRAMS

Objectives	Outcome sought	1974 outcomes achieved
General:		
1. Increase the number of persons enrolled in adult education programs	4, 654	7, 126
2. Increase vocational education program course offerings available for adults	334	279

Note: Part C and D projects at the postsecondary level are reviewed in appendix B.

Attachment VII

ACTUAL AND PROJECTED EMPLOYMENT TRENDS IN SELECTED OCCUPATIONS AND ENROLLMENT IN VOCATIONAL EDUCATION PROGRAMS

Occupations	OE code	Employment 1968 [1]	Employment 1980 [1]	Percent change	Vocational education enrollment 1968	Vocational education enrollment 1972	Percent change
Cosmetologists	(17. 2602)	475, 000	685, 000	42. 9	27, 137	48, 810	79. 9
Practical nurses	(7. 0302)	320, 000	600, 000	87. 5	62, 734	82, 89[illegible]	32. 1
Cooks and chefs		670, 000	900, 000	33. 2	19, 028	37, 459	96. 9
Plumbing and pipefitting	(17. 1007)	330, 000	475, 000	43. 9	27, 821	37, 311	34. 1
Bricklayers	(17. 1004)	200, 000	260, 000	30. 0	18, 928	29, 992	58. 5
Electricians	(17. 1002)	190, 000	270, 000	42. 1	33, 894	60, 791	79. 4
Stenographers and secretaries	(14. 0700)	2, 650, 000	3, 650, 000	36. 8	529, 226	550, 686	4. 1
Dental hygienists	(07. 0102)	16, 000	33, 500	109. 4	1, 545	4, 754	20. 7
	(16. 0301)						
Forestry aids	(16. 0603)	13, 000	20, 000	57. 3	....	2, 504	....
General merchandise	(04. 0800)	2, 800, 000	3, 460, 000	24. 0	68, 172	204, 681	20. 0
Firefighters	(17. 2801)	180, 000	245, 000	34. 0	116, 192	159, 307	37. 1

[1] Occupational Manpower and Training Needs, U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 1701.

Attachment VIII

VOCATIONAL WORK EXPERIENCE ENROLLMENTS

	Fiscal year 1969	Fiscal year 1970	Fiscal year 1971	Fiscal year 1972	Fiscal year 1973
Total enrollment (excluding consumer and homemaking)	5, 643, 611	6, 374, 744	7, 563, 029	8, 436, 412	8, 878, 458
Agricultural production (work experience on farm)	645, 377	584, 757	557, 633	564, 155	561, 868
Health (clinical experiences)	175, 101	198, 044	269, 546	336, 652	421, 075
Cooperative (work experience-business and industry)	237, 604	274, 500	353, 461	431, 036	471, 830
Total work experience	1, 058, 082	1, 057, 301	1, 180, 640	1, 331, 843	1, 454, 773

Dr. Terrel Bell. What then are the principle problems raised by the GAO to which we hope to find solutions over the next few months and years? What have we been doing to resolve those problems? And what added initiatives do we propose to resolve them?

The first, and perhaps most important, problem raised is that vocational education programs are not well enough related to employment opportunities. According to the GAO, a better match between vocational education and job offerings is related to a variety of factors: full and realistic assessment of labor market demand; work experience as an integral part of the curriculum; adequate occupational guidance; and placement and followup of graduates. We have attempted to address some of these problems by directing nearly a fourth of the Commissioner's discretionary moneys in the last 2 years to guidance, placement and followup. However, we agree with the GAO that vocational education programs are not yet designed to make the rapid changes necessitated by shifting labor market demand nor are they adequately in touch with the markets they serve. The program effort under our legislative proposals will be aimed at solving some of these structural problems.

As a cautionary note, it should be mentioned that efforts to expand the work experience component of vocational education suffers less from problems that can be cured by legislation than from a variety of State and local rules regarding teachers, unions, safety and health over which the Federal Government has little control. In this sense, Mr. Chairman, the Federal program has less capacity to make vocational education more relevant to market demands than perhaps the GAO report implies. Nevertheless, under the legislation which we are developing, innovative and development projects which address these barriers between vocational education and work will be supported.

Although we will make vocational education as responsive as possible to the labor market, it would be erroneous to judge the success of all vocational education by this criterion alone, as the GAO report does. We feel vocational education programs should be perceived as an integral part of the educational system of this country. As part of an educational system as opposed to a trainee system, vocational education is responsible for assisting in increasing and improving basic cognitive skills, heightening career awareness, improving the understanding of a variety of work environments and, in many instances, actually motivating students to remain in school at the secondary or postsecondary level as well as providing specific occupational skills. It is also overlooked that vocational education plays an important part in augmenting general education skills. Such skills are often sharpened in a setting that not only provides the student with motivation that he or she might not otherwise have, but frequently provides a student with the first truly practical application of an otherwise abstract educational principle.

Unfortunately, the GAO report overlooks this point and implies that there are only two criteria for measuring success in the vocational education program, namely the ratio of program completions to enrollments and the employment rate of graduates. We would not argue that these criteria are unimportant, but merely would point out that the GAO report seems to lose sight of very important additional aspects of vocational education.

Even using GAO's criteria, vocational education is more successful than the impression GAO gives. Its attempts to show that there is both a low ratio of completions to enrollments and that students may not be employed in the fields for which they were trained represents a faulty analysis of the data as we see it.

Comparison of completions to enrollments is valid only if a class of students enrolled in a vocational education program is followed over time and then a count of those who completed the course is taken in comparison with the number starting. At present, that type of data is not available. Consequently, GAO simply compared the number of completions in fiscal year 1972 with the total number of individuals enrolled, both part time and full time, in all vocational education classes. Of course, many of these students were in their first year or second year of a vocational education program and not even eligible for completion. This technique, we suggest, gives a misleadingly bleak picture of the probability of completing a vocational education sequence. In addition, our reports for fiscal year 1973 shows that 57.6 percent of those completing programs were available for employment with the remainder not available due to further schooling, or due to having entered the armed services or for other reasons. Of those available for employment, 90.9 percent were employed, 66.4 percent being employed full-time in the field for which they were trained or in a related field closely related to that area for which trained.

The second problem raised is the adequacy of national, State, and local planning. Among the seven States the GAO surveyed, it found lacking the necessary planning efforts to insure efficient and intended use of Federal funds. The planning process in vocational education can be improved in many States. The Federal Government, we believe, can make several contributions in this area including:

(1) More discretion in the development of State formula grant program plans and more explicit focus on priorities under the research, innovation, and demonstration grants; (2) better State plan formats which lead States to ask questions about needs and priorities; and (3) data requirements that will generate information on relative needs and make explicit what decisions States and localities have made in regard to serving these needs.

We will soon propose legislation which will help States to make better choices about the allocation of Federal funds.

However, Federal legislation cannot be the sole means to accomplish better State and local planning. Such planning will require considerable effort on behalf of the States to bring together manpower training activities, public and private employers, and education agencies—themselves fragmented by level. To improve State capacity to perform these functions, we have been funding, since 1968, State and local projects to improve planning and needs assessment. In 1974, for instance, we concentrated over $2 million out of part C funds on 21 projects designed to improve comprehensive, statewide needs assessment. We are encouraged that comprehensive State planning and needs assessment is now one of the top priorities of the American Vocational Association.

The third problem raised is an apparent low priority in the allocation of State funds to serve persons with special needs. Approximately 7 percent of State and local vocational education moneys are spent on special needs students compared with 2.7 percent of Federal funds under part B alone.

The inadequacy of the total vocational education effort for students with special needs has been an ongoing problem that the GAO report serves to reemphasize, although we feel that the GAO did not utilize data which conveys the complexity of the problem or possible solutions.

New programs such as those for the disadvantaged and the handicapped are difficult to fund at the State and local level in part because of the high operational and startup costs involved. It should also be recognized that in most States, the bulk of the support for these students is contributed by the localities; that many of these localities face special funding problems because of the high concentrations of such students.

It was for precisely this reason that the 1968 Vocational Education Amendments identified these areas for special Federal funding emphasis. Enrollment data show that the States have made a significant effort to extend vocational education programs to special-needs students. Between 1969 and 1973, special-needs enrollment increased at a far greater rate than total vocational education enrollment—1,200 percent compared with 50 percent.

Nevertheless, we realized that a large number of unmet needs still exist. The legislation we will be proposing will give high priority for Federal assistance to projects targeted especially on this area. This emphasis will provide an incentive for States to incorporate techniques for serving these special needs group into their basic programs. We are planning in fiscal year 1975 to fund about 20 projects totaling $2 million to help States improve the quality of teachers and other educational personnel for the disadvantaged and for the handicapped. This should complement our effort last year to focus $800,000 on improving the quality of programmatic offerings for special needs students.

A fourth problem raised is the undesirably large proportion of Federal funds going to support State administrative costs. The GAO found in the seven States surveyed that a large proportion of Federal funds were retained at the State level and evidence that the portion retained was increasing over the years on a national basis.

Our experience shows that, over time, States are relying less on Federal funds for administrative costs. Our analysis of the data from fiscal year 1971 through fiscal year 1973 indicates that the expenditure of part B funds, relative to the States total expenditures for ancillary services, has actually been decreasing. Moreover, the variety of technical assistance activities included in OE data under the rubric of ancillary services greatly overstates the percentage of Federal funds used for purely administrative activities. In fact, ancillary services include such activities as evaluation, teacher education, research and demonstration, and curriculum development. Unfortunately, data on the proportion of the total ancillary services pie expended for purely administrative activities has not been collected on a regular basis. Improvement of reporting requirements in this area is obviously a must in the future.

As part of that effort, we have completed a survey, since the GAO report was issued, of State expenditure profiles which yields, among other things, additional information on the use of part B funds for State administration. We would be pleased to offer this survey for the record.

[Information referred to follows:]

DATA FROM THE FIVE-ITEM QUESTIONNAIRE

Recent data obtained by the Bureau of Occupational and Adult Education for FY 1973 indicates that most States used from 2 to 89 percent of their Part B allotment to *maintain* existing programs. Nationally, 40 percent of the Part B funds were used to maintain existing programs while 40 percent was used to improve existing programs or begin new ones. Additionally, most States expended between 20 to 59% of their Part B allotments for *improving* or extending existing programs or *starting new* ones.

Of the Part B funds, States used on an average 7.2 percent for State level administration. The range of percentages of Part B funds used for State level administration was 0 to 22 percent.

The range of all State level administration costs which were covered by Federal funds was .1 percent to 100 percent. However, most States fell in the range of 0 to 9 percent.

Survey of Selected Expenditures—Part B

VEA 1968 for fiscal year 1973

- Maintenance: National Average = 40.6 percent
  - 6 States ranged from 0 to 19 percent
  - 32 States ranged from 20 to 59 percent
  - 12 States ranged from 60 to 89 percent
- Improve/Extend or start new programs = 40.0 percent
  - 15 States ranged from 0 to 19 percent
  - 28 States ranged from 20 to 59 percent
  - 7 States ranged from 60 to 79 percent
- Improve/Extend = 16.3 percent
  - 29 States ranged from 0 to 19 percent
  - 18 States ranged from 20 to 39 percent
  - 3 States ranged from 40 to 59 percent
- Establish/Develop New Programs = 23.7 percent
  - 31 States ranged from 0 to 19 percent
  - 8 States ranged from 20 to 39 percent
  - 11 States ranged from 40 to 59 percent
- Part B, State Level Administration = 7.2 percent
  - 27 States ranged from 0 to 9 percent
  - 21 States ranged from 10 to 19 percent
  - 2 States ranged from 20 to 29 percent (Alaska—22 percent; New Hampshire—21 percent)
- Federal percentage of all State level administration costs = 12.2 percent
  - 23 States ranged from 0 to 9 percent
  - 17 States ranged from 10 to 19 percent
  - 10 States ranged from 20 to 100 percent

FISCAL YEAR 73 PART B VEA SELECT EXPENDITURE PROFILES BY STATE

State	(2)[1] Maintenance (percent)	(3)[2] Improve/extend (percent)	(4)[3] Develop/establish (percent)	(5)[4] Part B administration (percent)	(6)[5] Other ancillary (percent)	(7) Total part B allotments (thousands)	(8)[6] Percent State Administration which is Federal (percent)
Alabama	74	10	6	10	0	$7,872	1
Alaska	59	14	5	22	0	505	74
Arizona	51	25	7	12	5	3,691	78
Arkansas	89	0	.5	8	2.5	4,204	9
California	51	25	11	9	4	32,059	100
Colorado	16	30	33	12	9	4,533	11
Connecticut	28	37	12	11	12	4,279	8
Delaware	12	21	36	16	15	898	54
District of Columbia	46	8	1	17	18	1,164	35
Florida	4	27	41	12	16	12,624	95
Georgia	64	3	4	10	19	10,257	9
Hawaii	53	9	21	6	11	1,345	4
Idaho	68	9	9	2	12	1,632	15
Illinois	71	9	3	5	12	16,954	10
Indiana	71	10	12	4	3	9,917	1
Iowa	77	0	.3	9	14	5,435	.9
Kansas	60	21	....	....	19	4,342	52
Kentucky	55	9	4	10	22	7,396	9
Louisiana	42	40	2	3	13	9,634	14
Maine	59	0	16	10	15	2,131	8
Maryland	57	3	5	5	30	6,665	52
Massachusetts	2	6	55	8	29	9,300	8
Michigan	21	25	43	6	5	15,727	5
Minnesota	14	15	55	2	14	8,259	2
Mississippi	47	4	44	5	0	5,169	4
Missouri	65	14	16	5	0	8,885	0
Montana	20	27	14	16	23	1,510	64
Nebraska	40	26	30	0	4	2,879	.1
Nevada	40	25	17	11	7	726	50
New Hampshire	37	15	13	21	14	1,431	17
New Jersey	24	2	53	11	10	10,308	9
New Mexico	75	2	10	8	5	2,375	5
New York	20	42	24	7	7	25,558	7
North Carolina	25	25	49	0	1	12,167	.6
North Dakota	54	14	12	11	9	1,444	9
Ohio	33	9	46	5	7	21,835	4
Oklahoma	51	14	8	11	16	5,535	16
Oregon	33	29	16	7	15	4,108	8
Pennsylvania	18	40	13	9	20	21,237	17
Rhode Island	28	21	37	14	0	1,765	8
South Carolina	77	.5	2	.5	20	6,436	.8
South Dakota	64	8	2	5	21	1,516	....
Tennessee	46	9	8	9	28	8,913	9
Texas	22	14	51	11	2	23,717	100
Utah	52	20	20	8	0	2,601	.6
Vermont	84	1	1	14	0	947	12
Virginia	43	7	47	0	3	9,867	2.4
Washington	33	26	7	18	16	6,217	63
West Virginia	44	7	45	3	1	3,932	5
Wisconsin	33	25	18	12	12	8,689	10
Wyoming	48	10	23	19	0	691	11
Puerto Rico	30	22	13	10	25	6,488	5
Virgin Islands	82	0	0	6	12	0	12

No data was gathered for the following outlying areas: American Samoa, Guam, Trust Territory.

National averages total (percent):

Maintenance = 40.6
Improve/Extend = 16.3
Establish/Develop = 23.7
Pt. B Administration = 7.2
Other Ancillary = 12.2
100.0

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[1] Percentage of fiscal year 1973 part B Federal funds incumbered or expended to maintain and operate existing instructural programs (OE coded) that were approved prior to July 1, 1972.

[2] Percentage of fiscal year 1973 part B Federal funds incumbered or expended to extend and improve existing programs approved prior to July 1, 1972.

[3] Percentage of fiscal year 1973 part B Federal funds incumbered or expended to develop, establish, and operate new programs approved after June 30, 1972.

[4] Percentage of fiscal year 1973 part B Federal funds incumbered for State level administration.

[5] Percentage of fiscal year 1973 part B Federal funds incumbered or expanded for local administration, teacher training, guidance and counseling and other appropriate ancillary services and activities.

[6] Percentage of fiscal year 1973 allotments from the Vocational Education Amendments of 1968 incumbered or expended for State level administration for all parts of the VEA of 1968.

VOCATIONAL EDUCATION INDIRECT COST RATES BY STATE AND AMOUNTS ASSESSED

	Rate	Assessment
Total		$2,114,080
1. Alabama	43.6	191,841
2. Alaska	7	
3. Arizona	18.9	
4. Arkansas	28	2,295
5. California [1]	18.78	378,178
6. Colorado	NA	
7. Connecticut	4.3	
8. Delaware	18.2	
9. District of Columbia	27.2	
10. Florida	34.4	521,125
11. Georgia	14.2	
12. Hawaii	NRE	
13. Idaho	NRE	
14. Illinois	14.5	
15. Indiana	NRE	
16. Iowa	32.9	30,103
17. Kansas	NRE	
18. Kentucky [1]	12.7	79,596
19. Louisiana	5	
20. Maine	NA	
21. Maryland	5	
22. Massachusetts	35.4	
23. Michigan	17.5	
24. Minnesota [1]	34.4	6,805
25. Mississippi	8	
26. Missouri	32.2	139,595
27. Montana	NA	
28. Nebraska	3.3	828
29. Nevada	NRE	
30. New Hampshire	NRE	
31. New Jersey	NA	
32. New Mexico	12.9	
33. New York	NA	
34. North Carolina	8.9	
35. North Dakota	NA	
36. Ohio [1]	NRE	
37. Oklahoma	12.2	
38. Oregon	35	70,815
39. Pennsylvania [1]	20.3	
40. Rhode Island	NRE	
41. South Carolina	17.1	
42. South Dakota	NRE	
43. Tennessee	8.1	
44. Texas [1]	32.6	683,187
45. Utah	NRE	
46. Vermont	7.5	9,712
47. Virginia	23.4	
48. Washington [1]	32.2	
49. West Virginia	15.1	
50. Wisconsin	31.4	
51. Wyoming	NRE	
52. Guam	NRE	
53. Puerto Rico	NRE	
54. Virgin Islands	NRE	

Note: 48 States and territories reporting; 14 had no rate established (NRE); 22 rated States paid no assessment; 12 rated States paid assessments; 4 rated States paid less than $10,000; lowest assessment paid $829; highest assessment paid $683,187.

[1] Seven States surveyed by GAO.

INSTRUCTIONS FOR COMPLETING FORM OMB No. 51–S74064

(Survey of Selected Expenditures Under the Vocational Education Amendments of 1968)

GENERAL INSTRUCTIONS

Information supplied in response to these five items should be based on financial records kept by the State to account and report Federal Vocational Education allotments. In computing percentages, determine the Part B Federal funds incumbered or expended in Fiscal Year 1973 or carried forward to Fiscal Year 1974 under the Tydings Amendment.

A program in the context of this survey means any individually, OE coded instructional program. For purposes of this survey, an existing program means that the appropriate State Agency or State Official had approved the program for operation by official action before July 1, 1972.

INSTRUCTIONS FOR EACH ITEM

No. 1—Determine the percentage of the total Fiscal Year 1973 Part B Federal allocation received by the State which was incumbered or expended for continuing existing programs. (as defined above)

No. 2—In determining the percentage, include all funds incumbered or expended to extend or improve programs in existence prior to July 1, 1972 by such means as adding training stations, program modifications, remodeling facilities, installing new [illegible] additional equipment, (Replacement or repairs to existing equipment or facilities is not considered as improvement or extension of programs.) initiating the first use of teaching aides, installing all new instructional materials, for installing a new curriculum, or employing supplementary instructional or guidance personnel for the program. Include the total Part B cost of operating such programs, not only the cost of extending or improving them.

No. 3—In determining the percentage for this item, include all FY 1973 Part B Federal funds incumbered or expended for developing, installing, and operating *new* Part B programs which were approved after June 30, 1972. When new programs *replaced* programs in existence prior to July 1, 1972, count as new programs all such replacements only when their occupational objectives were *significantly* changed. Those for which objectives were only modified should be included in No. 2 under extending and improving programs. Program approvals after June 30, 1972 which incumbered or expended funds for construction and initial equipment purposes should be included in this item.

No. 4—In determining the percentage incurred or expended for State level administration, note that administration is a purpose for which Federal funds are authorized under ancillary services and activities. State level administration is not distinguishable in other Federal reports from other purposes such as teacher training and supervision; local administration; evaluation; special demonstration and experimentation; development of instructional materials, etc. In determining the actual percentage of Federal Part B funds incumbered or expended for administration, include only State level administration costs. Include where applicable, normal overhead such as salaries, travel, and office space of State Vocational Education officials and the amount paid to other State agencies (such as budget and personnel officese) for services provided to the State Vocational Education agency and included as an indirect cost.

No. 5—Determine the percentage of all State level Vocational Education administration costs which are covered by Federal funds provided under all parts of the Vocational Education Amendments of 1968. Use the same definition for administration and the relevant instructions in No. 4 above. This item differs from No. 4 only in that No. 4 concerns itself with that percentage of the Part B Federal funds incumbered or expended for State level administration where No. 5 asks the percentage of the total costs of the State for State level administration of the VEA of 1968 (Include in No. 5 all funds used for State level administration from *all* sources, including those attributable and paid to other agencies by application of the D/HEW approved indirect cost rate) covered by Federal allotments received by the State for this same Act.

See Example Below

OMB No. 51-S74064 Expires January 31, 1975

SURVEY OF SELECTED EXPENDITURES UNDER THE VOCATIONAL EDUCATION AMENDMENTS OF 1968, PART B FUNDS

UNITED STATES OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

Fiscal Year 1973

---------- State	-- Person Completing Report	---------- Telephone No.

(Before computing percentages, please consult instructions for each item)

1. ________Percentage of FY 1973 Part B Federal funds incumbered or expended to *maintain* and *operate* existing instructional programs (OE coded) that were approved prior to July 1, 1972.

2. --------Percentage of FY 1973 Part B Federal funds incumbered or expended to *extend* and *improve* existing programs approved prior to July 1, 1972.

3. --------Percentage of FY 1973 Part B Federal funds incumbered or expended to *develop, establish* and *operate new* programs approved after June 30, 1972.

4. --------Percentage of FY 1973 Part B Federal funds incumbered or expended for State level administration.

5. --------In providing State level administration for all parts of the Vocational Education Amendments of 1968, what percentage of such costs were covered by the FY 1973 Federal allotments for all parts of the VEA of 1968.

For purposes of verifying each response, please indicate the total FY 1973 Part B Federal dollar amount used in computing the percentages for items 1 through 4 above, but do not include the Part B amounts which supported excluded activities and services noted in the General Instructions. $--------

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This space for use by Regional OE officials.

EXAMPLE:

--------Indirect Cost Rate

$--------Total amount the State Vocational Education Agency was required to pay for indirect costs. (Please explain if computing the indirect cost rate amount would produce a figure different than the amount actually assessed. Also indicate *none* if payment was not required of the State Vocational Education Agency)

Dr. TERREL BELL. One of the preliminary results of that survey seem pertinent to this discussion. Our data indicate that the percentage of part B funds for State level administrative activities within the States averages 7.2 percent on a national basis. These figures show how difficult it is to generalize about administrative costs from a survey of a few States as the GAO did. Clearly, the States the GAO looked at were not representative.

Yet, if there are abuses in a few States, there may well be a need to review the availability of Federal funds in those States.

A fifth problem concerns the use of Federal funds for construction. The report states that Federal funds have not been used for the catalytic purposes for which Congress intended. It goes on to criticize vocational educators for building too many facilities. We do not understand how the GAO could arrive at that conclusion. As a matter of fact, the construction of new facilities represents an outstanding example of catalytic usage of Federal funds. Since 1965, the number of area schools has increased from 460 to over 2,000. That represents, at a minimum, an estimated additional 900,000 training stations. Those training stations, for the most part, represent improved programs using updated equipment.

However, the really critical issue, as we endeavor to improve the use of Federal funds in the vocational education field is not the extent of federally supported construction, but whether the projects to be supported in fact yield improved techniques and mechanisms which can be used in State programs. Therefore, in this context, we have no objection to and, in fact, we favor close examination of proposed construction before it occurs in order to insure the most efficient use of Federal funds.

Finally, the GAO concludes that Federal funds are used too much as basic support for traditional ongoing activities. GAO found that vocational education funds generally have not been distributed for projects identified as most successful in achieving a catalytic effect; that in many instances, Federal funds have simply been used to underwrite existing local activities year after year.

A greater differentiation does need to be made between the role of Federal and non-Federal funds in vocational education. Vocational educators should take better advantage of the availability of Federal funds to do the following:

(1) Provide risk capital to underwrite development of truly new techniques and approaches.

(2) Support development of activities with considerable economies of scale such as adequate manpower forecasting, needs assessment, and national coordination between manpower and educational programs; and

(3) Support new program developments which would help meet special needs, such as those of handicapped and disadvantaged students.

Because we feel Federal funds have the greatest chance to achieve the catalytic goals set out in the 1968 amendments, and reiterated by GAO, if they are concentrated on activities similar to those mentioned above, our legislative proposal will include a shift of Federal funds to such areas.

Our substantial agreement with GAO's conclusion does not, however, imply full agreement with some of the GAO findings that led to these conclusions. In particular, GAO cited statistics showing Federal expenditures for vocational education increasing four times faster than enrollments between fiscal year 1964 and 1973—alleged proof that Federal funds haven't been catalytic. Yet enrollment is a poor measure of the effect of Federal funds—taking no account of changes in program quality, variety, or changes in real costs over time.

Of course, the GAO report raises many other issues we do not have time to discuss here today. We are gratified that GAO has generated considerable public interest in all these issues.

Hopefully, discussions such as we are having this afternoon will ultimately lead to better vocational education legislation. To the extent that GAO raises issues we can respond to administratively, we have begun to do so, Mr. Chairman.

The outline of our proposed response to GAO's 21 recommendations has already been transmitted to the House Committee on Government Operations. I have copies of that document, Mr. Chairman, which you may wish to make a part of the formal record.

Chairman PERKINS. Without objection, it will be made a part of the formal record.

[The material follows:]

ACTION STEPS NECESSARY TO IMPLEMENT THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE COMMENTS PERTAINING TO GAO RECOMMENDATIONS

GAO Recommendations to the Secretary, HEW

HEW should.—Identify and accumulate data about strategies for providing vocational education that are catalytic and offer the greatest payoff, and review the use of Federal funds to assure that they serve the catalytic role intended by Congress.

Department comment

We concur with the recommendation that additional data on vocational education are needed. An improved data base for decision-making is one major outcome expected from Office of Education research contracts. "Administration of vocational education at the State level" is a high priority area for research in fiscal year 1975 under Part C of the Act and proposals are being solicited which will design, develop and field test a comprehensive educational management and information system. Additionally, we will develop procedures for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest pay-off. We assume "greatest pay-off" means most cost effective.

We believe our procedures do give assurance that Federal funds are indeed used as a catalyst as well as for all of the other purposes authorized in the Act. We believe that catalytic effect is demonstrated by such things as significant increases in enrollment, the increased number of area vocational schools constructed in the law few years and the subsequent tripling of new training stations, the addition of programs in new and emerging occupations, the number of disadvantaged and handicapped students being served, and the continued State and local matching funds far in excess of those required by law. Consequently, we do not concur with the last part of this recommendation because we do not agree with the assumption that funds are not now being used as catalytic.

Implementation

1. A total of 50 research proposals were received in response to the priority area in "Administration of Vocational Education at the State Level" under Part C of the Act. Review panels met during the week of January 13, 1975 to review and evaluate applications. Projects approved will be announced upon completion of negotiations.

Research proposals approved will be announced by June 30, 1975.

Projects completed and results disseminated by June 30, 1977.

NOTE.—Refer to Page 17 for Abbreviations used in this report.

2. The Director of DVTE will designate a Task Force to develop procedures for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest pay-off.

Task Force should be appointed by Division Director and start to work by March 15, 1975.

Completion date, July 1, 1975.

3. A Special BOAE survey is now underway to determine the percentage of funds expended to maintain, improve and develop new programs and the expenditure of funds for administration in States and Territories.

Work completed and disseminated by March 1, 1975.

4. The Administration's legislative proposal for vocational education is now being developed and will include provisions for improved State planning and administration and the securing and use of valid data.

Administration's proposal to be introduced in the Senate and House during this Session of Congress.

GAO Recommendations to the Secretary, HEW

HEW should.—Develop with States an improved approach to planning which will better meet State needs as well as provide information necessary to adequately monitor and evaluate Federal program expenditures.

Department comment

We concur with this recommendation. Vocational Education legislation soon to be introduced, emphasizes the continued need for improved long-range planning.

Implementation

Administration's vocational education legislative proposal should be introduced in the Senate and House during this Session of Congress.

GAO Recommendations to the Secretary, HEW

HEW should.—Expand management evaluations to State and local vocational education programs supported by Federal funds.

Department comment

We concur with this recommendation. The law places responsibility for evaluation of programs on the National Advisory Council for Vocational Education, the State Advisory Councils, and State Boards for Vocational Education. Reports of these evaluations are a matter of public record. The Office of Education conducts impact evaluation studies on a regular basis for reporting program status to Congress. We will attempt to expand management evaluation at the State and local levels.

Implementation

The Division will participate with Regional offices in a minimum of 6 management evaluations at the State and local levels of programs of vocational technical education during FY 1975.

Completion date, June 30, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Expand its efforts to enforce the requirement that all local and State education agencies in planning vocational programs, identify the needs of public and private business, industry, labor and students, and that those needs be considered the primary basis for decision-making about provision of vocational services supported by the VEA.

Department Comment

We concur with this recommendation that data are needed for planning vocational education programs. The present review and approval procedure for the State Vocational Educational plan attempts to assure that the planning needs identified in the recommendations are being met. Local plans and applications required by States contain similar requirements. In regularly scheduled meetings and workshops throughout the year we will continue to assist the States in strengthening and improving comprehensive State and local planning. In addition we are currently monitoring 21 projects in 19 States that were developed in response to a 1974 research priority entitled "*Manpower Information and Systems for Education.*"

Implementation

1. The Division will monitor and disseminate results of the 21 projects in 19 States pertaining to "Manpower Information Systems for Education" to Regions and States.

2. State and local planning will be a topic for emphasis in all scheduled meetings and workshops during the year.

Completion date, June 30, 1975.

Management and information conference for all States in Region IV, Atlanta, held January 14-15, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Expand its efforts to have State and local education agencies establish working partnerships among all institutions providing occupational training at all levels—secondary, postsecondary, adult.

Department comment

We concur with this recommendation. Many States have commissions to coordinate public and private agencies at all levels and represent various interest groups and institutions. The activities of State Advisory Councils for Vocational Education complement such coordination and assist local advisory councils in promoting such working partnerships. We will encourage State agencies to assist local education agencies in developing working partnerships among local institutions.

Implementation

1. Vocational Division Director will appoint a task force representing Headquarters and Regional offices to develop strategies for use by State and local education agencies in developing working partnerships between institutions providing occupational training.

Strategies completed and disseminated by June 30, 1975.

2. Include this item for discussion at all conferences and workshops involving State and local administrators of Vocational Education.

Include as a topic on State Directors of Vocational Education Conference Agenda—May 1, 1975.

Include as a topic on all Regional workshops for administrators of Vocational Education held in FY 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Increase its efforts in the development of vocational information systems that will provide comparable data, and continuously review utilization of that data to improve vocational programs.

Department comment

We concur with this recommendation. The vocational education information system for collecting statistical information provides for annual reporting of comparable data by all States and is constantly under review and modification. Leadership for improved reporting will be provided during the fiscal year through 10 regional training sessions for regional and State personnel responsible for reporting. We wish also to call attention to an Office of Education funded project entitled, "The Development of a Basic Vocational Education Information system." In addition, a priority area for research in fiscal year 1975 under Part C of the Act entitled, "Administration of Vocational Education at the State Level" will also address this recommendation.

Implementation

1. Ten Regional conferences will be scheduled for Regional and State personnel responsible for reporting. All conferences will be held during FY 1975.

2. Finding of the North Carolina Research Center Study, "Development of a Minimal Information System to Satisfy the Needs of Selected User Groups" will be disseminated to all Regions, States, and other appropriate users of occupational data.

Completed by March 1, 1976.

3. Division of Vocational and Technical Education will continue monthly meetings with DOL/BLS to provide information and expand manpower supply and demand within all States and selected labor market areas.

All States participating by December 31, 1976.

GAO Recommendations to the Secretary, HEW

HEW should.—Clarify the roles of various organizational entities within HEW involved in occupational training and implement some mechanism by which these jurisdictions can engage in coordinated, comprehensive planning.

Department Comment

We concur with the recommendation and will institute an intradepartmental coordinating council on Occupational Education which will meet monthly to discuss mutual interests. It will be presided over by the Assistant Secretary for Education.

Implementation

An Inter-Departmental Coordinating Council on Occupational Education will be appointed by the Secretary and will meet monthly. The Council will be presided over by the Assistant Secretary for Education.

Council will be appointed by April 1, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Analyze actual State practices in distribution of Federal funds to determine consistency with the law's criteria.

Department comment

State expenditure procedures as provided in the State Plan are reviewed for assurance that Federal funds are to be distributed in accordance with the criteria in the law. Regional program officers will continue to review State practices in carrying out these procedures to determine their effectiveness in actually meeting the varying needs of local education agencies. We will establish procedures to coordinate this effort with the HEW Audit Agency.

Implementation

1. The Deputy Commissioner for Occupational and Adult Education will inform all BOAE Regional Directors to review State practices in the distribution of Federal funds as indicated in the State plans.

Deputy Commissioner will send memorandum to all Regional Directors by March 1, 1975.

2. Division Director will schedule quarterly meetings with representatives of HEW Audit Agency to discuss all areas of fund distribution.

Schedule a minimum of four meetings in each fiscal year.

GAO Recommendations to the Secretary, HEW

HEW should.—Improve technical assistance to States to help them in identifying developing, and applying appropriate data which will adequately consider each criteria in the law.

Department comment

We concur with this recommendation. We will expand the guidance we have already extended to the States in relation to criteria for the disadvantaged and handicapped. Insofar as staff resources permit, we will work with the Regional Office in order to impact on the State's need to improve the identification, development and application of data pertinent to each criteria in the law.

Implementation

Since new Vocational Legislation will be considered during this Session of Congress—action on implementing this recommendation *will be deferred* until Legislation has been acted upon.

GAO Recommendation to the Secretary, HEW

HEW should.—Perform follow-up reviews to assure that States improve their distribution procedures so that Federal funds can be better targeted to meet needs defined in the law.

Department comment

We concur in this recommandation and will direct the Regional Offices to provide technical assistance and follow-up reviews in the States to assist them in improving their distribution procedures in accordance with the Act.

Implementation

The Deputy Commissioner for Occupational and Adult Education will include in the directive, referred to on Page 6, the request that Regional Offices provide follow-up reviews in the States to assist them in improving their distribution procedures.

GAO Recommendations to the Secretary, HEW

HEW should.—Encourage State and LEA's to assess training resources and facilities in all geographic areas so the role of Federal funding can be viewed within the context of total available resources.

Department comment

We concur with this recommendation. We believe that such information is essential to occupational planning. States are now required to include training data from available resources in their State Plans. In addition, LEA applications must be developed in consultation with respresentatives of education and training resources available in the area served and coordinated with training offered under CETA. We will encourage States to assess all training resources and facilities as a part of the State planning process to expand vocational and technical education training opportunities in all areas of the State. We will investigate possible sources of funds to implement a study in Fiscal Year 1976 which will assess various alternative training strategies.

Implementation

1. The Deputy Commissioner of BOAE will request OE's Office of Planning, Budgeting and Evaluation, to give priority to an evaluation study which assesses the utilization of vocational education facilities in the States and alternative training resources.

Study to be funded by June 30, 1976.

2. The Bureau will recommend that the Administration's legislative proposal incorporate language requiring States and LEA's to assess the training facilities before Federal Vocational Education.

Completion date June 30, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Require that LEA's in their applications to SEA's describe and document the nature and extent of their cooperative efforts with other sources of training and employment.

Department comment

We will review LEA application forms on file with State plans to determine to what extent the LEA's are now being required by States to describe and document cooperative efforts with other sources of training and employment. In those States where the information requested is inadequate we will assist the States in revising their application forms.

Implementation

The Division Director will appoint a Committee to review local application forms contained in the State and assist States in revising applications to assure the inclusion of adequate descriptions of cooperative efforts with other training and employment agencies.

Committee to be appointed by March 1, 1975.

To be completed by June 30, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Work with States to increase flexibility in vocational training arrangements, through such mechanisms as expansion of the present school day, week or year; inclusion of transportation costs to make better use of existing facilities; and provision of vocational training in nonpublic facilities so that more people can be trained in more occupational categories.

Department comment

We concur with this recommendation and will continue to work with States to increase flexibility in vocational training arrangements and improve the use of resources. During Fiscal Year 1976 a project will be developed and funded to seek out successful examples of flexible arrangements and to develop models for use by States and LEAs in increasing flexibility in vocational training arrangements.

Implementation

BOAE Division of Occupational Planning will develop a project for seeking out successful examples of flexible arrangements and to develop models for use by States and LEA's in increasing flexibility in vocational training arrangements.

Project to be developed by June 30, 1975.

Priority funding from Research and Demonstration funds for FY 1976.

GAO Recommendations to the Secretary, HEW

HEW should.—Work with States to identify statutes and administrative procedures which may prevent schools from utilizing other community training resources, and implement plans to remove these obstacles, including encouraging State Agencies to make recommendations to appropriate legislative bodies.

Department comment

We concur with the recommendation and will develop an evaluative study to identify Federal and State statutes and administrative procedures that limit the use of community training resources. The dissemination of the results of the study will provide information useful in the development of plans to remove such obstacles. We will also disseminate the infromation through the Office of Management and Budget to the National Legislative Conference for their consideration.

It must be observed, however, that most institutional barriers are well recognized by State administrative personnel who have often been working for years to develop ways of removing such obstacles.

Implementation

BOAE Division of Occupational Planning will develop a study to identify Federal and State Statutes and administrative procedures that limit the use of community training resources.

Project to be developed by June 30, 1975.

Investigate sources of funding from OPBE and BOAE and establish funding source for implementation in FY 1976.

To be funded by June 30, 1976.

GAO Recommendations to the Secretary, HEW

HEW should.—Discourage the use of VEA funds for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives, and then require sufficient flexibility so that facilities can be adapted to changing training requirements.

Department comment

We concur with this recommendation. We will continue to encourage States, as they develop their annual and long-range plans, to weigh carefully the expenditure of Federal funds for additional facilities unless adequate justification can be provided and operational funds can be assured.

Implementation

1. The Bureau will recommend that the Administration's legislative proposal incorporates language requiring the States and LEA's to assess the training facilities before Federal Vocational Education funds are used for new construction.

Completion date June 30, 1975.

2. The Deputy Commissioner, BOAE, will send a memorandum directing all Regional Directors in their review of the long-range and annual State plans to weigh carefully the expenditure of funds for construction unless adequate justification is provided.

To be completed by March 1, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Expand efforts to develop labor market data in a form which will better enable vocational planners at State and local levels to match occupational training with manpower needs, by working cooperatively with the Department of Labor, and provide technical assistance to States for the training of vocational planners in the use of such data.

Department comment

We concur with the recommendation and wish to call attention to activities to strengthen the supply and use of valid labor market data already initiated.

Monthly meetings are being held with DOL/BLS Bureau of Labor Statistics) to develop manpower supply and demand data within States and selected labor market areas. State participation will be accelerated during the rest of the Fiscal Year. It is anticipated that data from this source will be available and disseminated to all State Divisions of Vocational and Technical Education by July 1, 1975.

Monitoring the North Carolina State University Research Center study which will identify planning elements needed in State and local planning. This information should be available by January 1, 1976.

We will cooperate with the Bureau of Labor Statistics in developing a matrix of available National, State, and local labor market data and strategies for use in improving comprehensive State and local and vocational education planning. A series of regional conferences will be scheduled in Fiscal Year 1976 for State and local planners to strengthen the use of available labor market data at both the State and local planning levels.

Implementation

1. Monthly meetings have and will continue to be held with DOL/BLS in directing the course of action to make available a matrix of available data for all States and LEA's. A summary of the outcomes of these meetings will be sent to the Regional Offices and to the State Directors.

Summaries will be sent by July 1, 1976.

2. Bureau staff will continue to monitor a study, "Development of a Minimal Information System to Satisfy the Needs of Selected User Groups," which is being conducted by the Center for Occupational Education at North Carolina State University at Raleigh. Results of the study will be disseminated in the ERIC system.

The study will be completed December 31, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Assist States in developing techniques for obtaining information from students and employers to assess the appropriateness and adequacy of training, and annually review the extent to which changes have been made in programs as result.

Department comment

On-going activities and projects will be continued and strenghtened to provide additional information from the follow-up of students and information from their employers. A staff review of selected on-going State follow-up studies to determine their effectiveness and appropriateness for consideration in other States will be started during the fiscal year 1975.

A National Sampling Technique for student follow-up will be developed for use by States in Fiscal Year 1976 and base year data of the National Longitudinal study of the high school graduating class of 1972 will be disseminated to States.

Implementation

1. The Division Director will request Regional Directors to obtain from their respective States information relating to on-going follow-up studies, which will be reviewed by a Division Committee and those found to be most effective will be referred to other States for consideration.

Completion date June 30, 1975.

2. The National Center for Education Statistics will be requested to assist in the development of a National Sampling Technique for use by the States in FY 1976 for conducting student follow-up.

Request submitted January 15, 1975.

3. Pertinent information about vocational education students in the National longitudinal study of 1972 high school graduates will be analyzed by a Division Committee and the results distributed to the States.

Completion date June 30, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Assist States in identifying and implementing strategies to eliminate or disipate barriers which inhibit improvement or expansion programs or restrict persons from fully participating. Periodically evaluate State progress, and advise Congress. Specifically:

Department comment

We concur with this recommendation. It is recognized that a multiplicity of barriers exist in States which inhibit improvement or expansion of vocational education or which limit participation in these programs. Overcoming these barriers, which may have a long history in tradition, practices or laws, is a major concern at the Federal, State, and local levels. State vocational officials have shown continued sensitivity to such restrictions as: teacher certification requirements, union hiring practices, length of the school day, use of facilities for an extended day, student transportation, and use of private schools. We will periodically evaluate progress made by the States in overcoming these barriers and will advise Congress of the progress.

Implementation

1. The Deputy Commissioner of BOAE will appoint a Task Force to collect information and develop strategies for use of States and LEA's to overcome barriers.

Appoint Task Force by March 15, 1975 and Diseminate Report by June 30, 1976.

2. This topic will be included in all conference conducted by the Headquarters and Regional staffs involving State and local administrator.

Completion date June 30, 1976.

3. Division Director will request Regional BOAE Directors to include Progress in overcoming barriers in their monthly reports.

GAO Recommendations to the Secretary, HEW

HEW should.—Review legislative provisions and administrative procedures designed to protect workers under the age of 18, and implement an action plan for the consideration of Congress and State legislatures to change the laws and procedures to enable youth to interact with the adult world in ways that will better prepare them for the transition from school to work.

Department comment

We will continue to work very closely with the Department of Labor to review legislative provisions designed to protect the students enrolled in programs of vocational and technical education.

Pilot programs, such as "WECEP", have been operating as joint projects of the Departments of Labor and Health, Education, and Welfare to provide opportunities for students ages 14 to 15 to participate in work experience programs. We will initiate a request to the Secretary of Labor to extend "WECEP" to 14 and 15 year old students in all States.

Implementation

1. The Director of Vocational Education will schedule a meeting with appropriate Department of Labor officials to discuss problem areas and legislation needed to protect students and workers under 18 years of age.

Meetings scheduled and action completed by June 30, 1975.

2. In response to the Presidents' Speech at Columbus, Ohio, an Action Memorandum was sent to the President which included the recommendation to expand "WECEP" to 14 and 15 year old students in all States.

Letter sent December 11, 1974.

GAO Recommendations to the Secretary, HEW

HEW should.—Implement applicable provisions of Title IX of the Education Amendments of 1972 to eliminate sex discrimination in vocational education, particularly by adopting techniques proved effective in recruitng members of one sex to occupations traditionally considered the prerogative of the other sex.

Department comment

We concur in this recommendation and have taken positive steps with the Office of Civil Rights and through Department policy directives to eliminate sex discrimination.

Changes in State statistical reporting procedures will be requested to provide data on enrollments by sex in all vocational and technical education programs in Fiscal Year 1975. In addition, we will undertake a study in Fiscal Year 1976 to identify successful recruiting techniques that have resulted in increased enrollment of the one sex in occupations traditionally considered the prerogative of the other sex.

Implementation

1. The Administration's Vocational Education Legislative Proposal includes legislative emphasis on removing sex role stereotyping in all programs of vocational and technical education.

Legislative Proposal to be introduced in the Senate and House during the this Session of Congress.

2. The Department will continue to develop ways to make all School Administrators at the State and local levels, aware of techniques to assist in implementing Title IX.

The BOAE is reviewing the number of women now serving on State Advisory Councils. Completion date June 30, 1975.

3. The Deputy Commissioner, BOAE, will send a letter to all State Directors of Vocational Education and Community Colleges, informing them of the requests from the Womens Equity Action League, to make proposed changes in regulations to reflect consideration of Title IX provisions.

Letter to be sent by March 15, 1975.

4. The Deputy Commissioner, BOAE, will send memorandum directing all Headquarters Staff and Regional Directors in their review of Regulations, Guides, Curricula and other educational materials, to delete any discriminatory connotation, sterotyping or discriminating practices based on sex.

Memorandum to be sent by March 15, 1975.

GAO Recommendations to the Secretary, HEW

HEW should.—Analyze entrance requirements to institutions and courses and advise States that Federal funds are not to be used to support programs which unfairly deny entrance to students who want training.

Department comment

The National appraisal of postsecondary vocational education programs being conducted by the Office of Civil Rights will examine these requirements. States whose programs are found to be in violation of Federal laws will be required to remedy such situations. We will continue to monitor vocational education institutional policies on all State and local visits to determine if unfair entrance requirements exist.

Implementation

1. The Deputy Commissioner for the Bureau of Occupational and Adult Education will send a memorandum to the Regional BOAE Directors requiring this recommendation be included in the OPS for FY 1976.

Completion date March 1, 1975.

2. The Division Director will schedule a conference with the Office of Civil Rights to cooperate in the National appraisal of Post Sceondary Vocational Education programs being conducted by the Office of Civil Rights.

Completion date June 30, 1975.

ABBREVIATIONS

BLS—Bureau of Labor Statistics.
BOAE—Bureau of Occupational and Adult Education (Bureau).
CETA—Comprehensive Employment and Training Act.
DOD—Department of Defense.
DOL—Department of Labor.
GAO—General Accounting Office.
HEW—Department of Health, Education, and Welfare.
LEA—Local education agency.
MDTA—Manpower Development and Training Act.
NIE—National Institute of Education.
OE—Office of Education.
SEA—State education agency.
VEA—Vocational Education Act.
DVTE—Division of Vocational and Technical Education (Division).
OPBE—Office of Planning, Budgeting and Evaluation.
WECEP—Work Experiences and Career Exploration Program.

Dr. TERREL BELL. We also have done a much more systemic, detailed analysis of the GAO's 47 findings which I referred to earlier. Of the 21 recommendations, the Secretary concurred with 16. For the most part, the recommendations are very general and simply call for the further improvement or refinement of efforts currently under way. What needs to be made very clear, however, is that we do not concur with 36 of the 47 findings. In our analysis, we separated the findings and conclusions into four categories: Those with which we disagreed; those that, in our opinion, were not supported by the facts; those findings that we thought were based upon inappropriate assumptions; again, in our opinion, Mr. Chairman, and we realize that that is subject to discussion, and then those findings that in our opinion, we felt just plain were not justified.

Of the 47 findings, 11 fitted the agree category, 15 were not supported by the facts, 8 were based upon an inappropriate assumption and 13 were of such a nature that the conclusion, again, in our opinion, was not justified.

Although time will not permit a discussion of each finding, I do have copies of the bureau of occupational and adult education's written analysis of each finding, should you wish to make that analysis a part of the record. (See insert p. 205)

I appreciate this opportunity, Mr. Chairman, to appear before you and the members of this subcommittee.

I have with me Dr. William F. Pierce, who is the deputy commissioner for occupational and adult education, and I am also pleased to have with me Charles M. Cooke Jr. from the office of legislation in the secretary's office. We'll be happy to respond to questions.

Chairman Perkins. First, let me thank you, Commissioner Bell, for an outstanding appearance, and I can well understand some of the criticism myself.

I went to a settlement school as a youngster, and we were required to take one type of manual training, as we termed it in those days, industrial arts, from the third grade through the second year of high school. The mining communities were flourishing, and many of the youngsters, as they finished the eighth grade, and were qualified to read blueprints and so forth, would go to the mining towns and take up carpentry in order to be able to send some money back home to enable some of the other children to go to school. Whereas others, like myself, gained the knowledge of industrial arts but continued to go on to school. You have to have a background, really, in this area to understand the criticism of GAO.

Dr. Bell, representatives from the General Accounting Office told us yesterday that the problems they identified with vocational education resulted, not from the legislation itself, but from the administration of the program by the Office of Education and by the States. Now, what is your explanation?

Dr. Terrel Bell. I would like to ask Dr. Pierce, the deputy commissioner, to respond to specifics on that.

I would like to say, before I turn it over to him, I want to be careful we don't appear overly defensive and critical. I want to say, as the commissioner, I know there is room for improvements, and we want to be careful about that.

Chairman Perkins. We all know that, and that is the reason we wrote the act from the standpoint of hoping everything would be as much job oriented as possible.

STATEMENT OF DR. WILLIAM F. PIERCE, DEPUTY COMMISSIONER, OCCUPATION AND ADULT EDUCATION

Dr. Pierce. Thank you, Mr. Chairman. I personally disagree with the GAO assessment of yesterday in stating that the sole problem lies with the administration at the State level and at the Federal level.

Granted, as Dr. Bell says, we can and do need to improve. The GAO report pointed out some areas to which we can respond. They pointed out some of the areas to which we simply do not have resources to respond, but that is another issue.

I think you have arrived at some conclusions and had some questions yesterday, you and members of the committee, that made it evident that States can indeed improve their vocational education procedures.

Having said that, it seems to me that what we are all serious about is to try to find ways to really improve the vocational education delivery system around the country. I think that we ought to be worrying about is to take what I feel is an outstanding piece of legislation and to fine tune it and to make it better than it is already.

I don't think any piece of legislation that survived for 5 years and has done as much as this piece of legislation in moving is far from where we were in 1968 to where we are today, can be criticized all that much. But I think it can be improved.

We therefore, Mr. Chairman, will be able hopefully to have introduced within a couple of weeks a legislative proposal that we think addresses itself to some of these issues and some of the features of the current legislation that we would like to suggest to be carried through.

Chairman **Perkins**. Let me ask this simple question. From this GAO report, what was the most important thing that you learned in the way of improving vocational education from the Office of Education? What would you point out as the most important thing that you got from the GAO report, both from the standpoint of improving yourself and the States improving themselves. Can you just take a minute to analyze that for us?

Dr. **Pierce**. I think I would have to concur with the response to that question yesterday from the States' point of view: developing a good long-range plan that is based upon sound planning practices and then administering the program on the basis of that planning is the single most important feature I read into that act.

From the point of view of the Office of Education, the thing that comes across loud and clear is, that at least from the GAO's point of view, OE has a more specific responsibility for program auditing than had been my understanding and my impression of what Congress expected of the Office of Education.

That is is principally because, as we read the act and as we tried to interpret the act, it seemed to us it was our role to frame the broad guidelines of that act and then within those guidelines, let the States administer their own programs.

Chairman **Perkins**. Let me throw out one word of caution here which worries me considerably. I think the States can get a lot of guidance from the Office of Education in planning. If I understand the President's budget, it is proposing that one-third of the funds appropriated be used for innovative programs. I am concerned about rural areas, where they don't have local resources to carry on programs that are successful, such as carpentry, masonry, electronics, welding, mechanics, and all other types of trades and crafts. I'm afraid if we adopted that proposal without flexibility it may be fine where the communities have plenty of resources to carry on these programs but may do considerable harm to ongoing programs in other communities.

For instance, in Kentucky, where they have a 95 per cent placement record, a 1,400 waiting list, and they don't have the resources, are we going to say to that community, you are going to have to take one-third of this Federal money and put it elsewhere? In fact, they don't have funds to build extra buildings.

We have that situation in Ashland, Ky. We have waiting lists in Hazard, Ky., and these schools have done such wonderful jobs. They know the trades.

Of course, I would agree with you that planning has been one of the weaknesses. But in Congress, one of our greatest problems is that we can't educate ourselves to appropriate money in advance, or we can't educate ourselves to let the local educational agencies know how much they are going to receive. That is one of the stumbling blocks to some of the criticisms that I pick up from GAO. But, be that as it may, what is your response to the President's proposal of one-third for innovative programs in areas like I mentioned, such as poor rural areas?

Dr. **Pierce**. I think, Mr. Chairman, that the proposal allows us to do both. The proposal allows two-thirds of the funds for the so-called basic State grant program.

One-third would be reserved for innovative projects and programs. Those innovative programs, in our hopes, would be supported principally with Federal funds which would allow those communities that you are concerned about to mount new programs and to begin to make the kinds of improvements that GAO was concerned about.

Let me add another thing to that, if I may, Mr. Chairman. GAO is very concerned about the level of funding used for maintenance of ongoing programs. In this study that the Commissioner referred to that we have recently done, we found a wide range around the Nation from 2 percent to 89 percent of the funds that are spent for maintenance from State to State, with a national average of 40 percent.

Forty percent of all funds that Congress has provided are used for maintenance of ongoing programs. We still think that, given this new proposal, Congress can continue to provide support for program maintenance through the basic grant program, but can also use the innovative programs to really begin to meet the needs of those rural communitis without large matching requirements.

I share that concern with you. One of the areas that we are going to propose as a legislative concern is the whole area of rural manpower. I don't think we have addressed ourselves to the whole business of rural manpower across this Nation in ways that are appropriate.

Chairman **Perkins**. Well, there is a tendency to overlook the rural areas what worries me about this proposal is that unless we nail it down the States would be able to put two-thirds of the funds in the more populous areas, in the areas with resources and the political power.

Dr. **Terrel Bell**. Mr. Chairman, I think the formula would take care of that, and it would be done on that basis, so that the rural areas would still get their share.

One of the things I think we would have to be careful about is that I think the more populous areas in the bigger districts are more sophisticated in writing proposals. I think we need to take some safeguard to protect the smaller districts in that regard.

Chairman **Perkins**. I would agree with you wholeheartedly.

Dr. **Terrel Bell**. That is one thing I would like to see us try to work out in the legislation.

Chairman **Perkins**. Off the record.

[Off-the-record discussion.]

Chairman **Perkins**. I will let Mrs. Chisholm chair this committee for a while.

Mrs. **Chisholm**. We will continue with the hearing. I will recognize Mr. Quie for questioning.

Mr. Quie. Thank you. One of the things you make a point of is the inaccuracy of the GAO report because they have so few tables. You have all of the States in this information that was given to us where you supply percentage of money for maintenance, improvement and extension, development, establishment of new programs, administration, and so forth.

It looks to me like you are more inaccurate than GAO. Yesterday, the Director in Minnesota, Mr. Van Tries, indicated about 50 percent of the State administration money from the Federal Government and 50 percent from the State. You put down 2 percent from the Federal Government and in Ohio, I think you are about as far off.

It seems to me they indicate 50–50, and you have down there 4 percent. You have California accurate on 100 percent.

I noted you had 100 percent in Washington until they came in yesterday and gave us different figures; they have 42 percent so I asked them about other personnel they had not mentioned in the report. They were in public construction and the community college board. That is how it got to 62 percent. What is that 62 percent? Something quickly done? Where do you get the 100 percent?

It looks like it is in a questionnaire.

Dr. Terrel Bell. We go by data States submit to us. Maybe Bill can respond.

Dr. Pierce. We did exactly that. He conducted this brief survey, Mr. Quie, since the issuance of GAO report, and in preparation for these hearings. This preliminary data has yet to be validated and what you see is what they reported to us in answer to the survey questions also provided to you.

After listening to their testimony yesterday, we called Mr. Binnie this morning, after he got back on the Red Eye, and asked him, "How do you square the fact you gave us 100 percent the first time, and you did not say that yesterday? And the figure we have given you now is Mr. Binnie's updated figures.

We have identified a couple of others which appear to be in need of adjustment because as you indicate, they don't look right. Answers supplied to the first three questions appear to be accurate reflections of fact, but we believe questions 4 and 5 may have been misunderstood by some. We are verifying and analyzing all of the data but we thought it important to give to you the raw data we now have since it is the only available data on these questions.

Dr. Terrel Bell. I would like to say, if I might say it quickly, Mr. Quie, as you know, I came to this position from the superintendency of a school system of over 60,000 students. I found the reporting burden on that level enormous.

I would say that the volume of reports, State and Federal, was just overpowering to me. I had not been on the local level for a number of years, and one of the things we just need to do is simplify our reporting. If we can do that and coordinate it better, I think we will get more accurate data.

I hope that I can get at that end and do something about it. It is a very complex problem. But I do know, from the local people, that sometimes they report for the sake of getting their report down and to meet the deadline.

Dr. PIERCE. Mr. Quie, if you will accept this as preliminary information, then on the basis of the data we have, the seven States surveyed by GAO averaged 8.7 percent as compared to the national average of 7.2 percent of part B funds used for State level administration.

Mr. Meeds, I believe it was yesterday, asked the question about those seven States that have a separate State board for vocational education and their administrative costs.

We pulled those out in those, and those seven averaged 9.6 percent as compared to the overall average of 7.2 percent.

Mr. QUIE. I wonder even about the accuracy of your figures from those states that were in here yesterday, because you are so far off on column 8 on a number of them. I wonder how accurate you are on the other information because the information, especially in column 2, "Maintenance", and column 4, you have to get from the superintendent.

Dr. PIERCE. What?

Mr. QUIE. The information in those columns you have to get from superintendents of various school systems, I understand; is that right?

Dr. PIERCE. No, this information is obtained from the agency for vocational education in each State.

Mr. QUIE. How does the State department of education know how much is being used for maintenance of existing programs?

Dr. PIERCE. They know what type of program they have funded in a particular community. Every State director is able to tell you, on the basis of the definitions used in the survey whether the proposal received was one for an ongoing program or whether it represented a new program that had never been in operation in that community before.

Let me give one word of caution on this study. We froze time and we asked the States to tell us about 1973 only. There just was not enough time to include other years and make any comparisons. So that a State might say to you on the basis of 1973, such and such was true, but, as it was pointed out in California, the Governor makes a decision about the way you will use your State funds and therefore, in another year, you might get an entirely different kind of picture from that State. You have to bear in mind this is fiscal year 1973 only.

Mr. QUIE. You mean the State knows and it can tell the local school superintendent whether that money actually is being used for maintenance in an old program that is improving or extending?

Dr. PIERCE. Yes, based on the kind of proposal they receive from the local school district.

Mr. QUIE. Then, if that is the case, how can they be so far off on that last column, where, it seems to me, the easiest thing they have to know is how much money they get for administration from the State legislature and how much from the Federal Government. I can't find anything more simple than that.

Dr. PIERCE. You talk about column 6?

Mr. QUIE. Column 8.

Dr. PIERCE. Column 8. That is the percent of the total State level administration costs which one covered with Federal funds, so what that says then, in California, is that it is 100 percent. All of the administration in the State of California is conducted with Federal funds.

Arkansas, for example, reports that 9 percent of all of the money it spends for state level administration, comes from Federal sources.

Mr. QUIE. You know from the testimony yesterday, Kentucky is not 9 percent, Minnesota is not 2 percent and Ohio is not 4 percent. Washington changed from 100 percent when you got it to 42 percent when we got it yesterday to 63 percent today.

Now, if those figures have been rolling around so innacurately, how do we know the rest of them aren't?

I can understand a mistake if it had been 49 percent instead of 50 percent, but not when it is like the State of Washington, where you have the various figures and the other ones I mentioned. Minnesota and Ohio, are way off track.

Dr. PIERCE. Well, it appears that State misunderstood our questions Nos. 4 and 5, and we think maybe Minnesota did the same. That is why we have to verify these figures. But as we just indicated, we simply did not have time to verify this data, but thought this would give the committee a different perspective, at least.

We just felt that it was important for you to know when you consider the level of funds used for maintenance from the States point of view, at least, that 40 percent of everything you give them is used for maintenance, 40 percent is used for new and improved and expanded programs, and then about 25 percent of all of the Federal funds are used for new programs.

That seems to me to give this committee a little different, a little more balanced, kind of picture of what is going on out there to help you make your decisions in responding to legislative proposals as well as the GAO report.

Mr. QUIE. In regard to what the GAO report says, do you think that we ought to believe that Massachusetts only used 2 percent for maintenance and Vermont, another New England State, used 84 percent for maintenance?

Dr. PIERCE. I would suggest, Mr. Quie, I can answer that best by calling on Dr. Charles Buzzell, who is now associate commissioner for occupational planning and the former State director for vocational education in Massachusetts. He can probably answer that very, very precisely.

Dr. BUZZELL. Yes, you can believe that because Massachusetts handled the vocational money in a "seed money" concept. What we did was funding new programs with Federal funds.

After 1 year of full Federal funding we withdrew one-half of the Federal funds and supported the new programs with 50 percent Federal funds, the remaining 50 percent coming from a matching local contribution, or State funds.

So those are accurate figures from Massachusetts.

Mr. QUIE. All the way along the line?

Dr. BUZZELL. Yes. To the best of my knowledge. I didn't do the accounting, but they fit with my experiences of just a few months ago.

Mr. QUIE. That is interesting to find that with one State.

Dr. PIERCE. I hope, Mr. Quie, and I really believe when we verify all of these figures, you are going to find that most of them are accurate because as we look at them and know what is going on; when I look at Michigan's data for example, that is pretty close to what I recall about Michigan and some of my staff looked at other States where they have had experience, and it is close to their recollection, so I think you will find it generally accurate, but we will verify all of it.

Mr. QUIE. The GAO study happened to hit some inaccurate States, and we should not blame GAO for that, but blame the States, shouldn't we?

Dr. PIERCE. Part of the difficulty in asking a question of the whole Nation, when people at the State level administer the program so much differently, one from the other, when they have different things impacting upon them, is that it is sometimes difficult for them to interpret questions in the way intended.

Mr. GOODLING. Will the gentleman from Minnesota yield?

Mr. QUIE. I think I used my time.

Mr. GOODLING. I think I can clear it up just coming off the firing line. Educators get so many reports to fill out, Federal, State, local, you name it, and they would rather spend their time working on educating students.

Those educators who don't really know how to be innovative spend a lot of time drawing up statistics and filling out reports. I have to confess, if you can make anything out of the reports I sent down here I compliment you. I did whatever I thought best for the youngsters and didn't have a lot of time to fill out a lot of foolish reports. That is how you get those kinds of statistics, so you better come up there and do some checking to really know.

Dr. TERREL BELL. If you want to bore in deeper, Mr. Quie, I have an OE staff member here from region 3 who handles such data if you want to spend that time now.

Mr. QUIE. I better not now. I want to read the bills.

Mrs. CHISHOLM. Thank you, Dr. Bell.

Dr. Bell, I would like to ask a few questions before I pass to other members of the committee. I would like to ask you why the Office of Education eliminated the requirement of the submission of vocational enrollment data on the basis of sex and race, because this, of course, hampers the HEW enforcement of title VI of the Civil Rights Act and title IX of the education amendment?

Dr. TERREL BELL. Yes.

Dr. Pierce, can you respond to that?

Dr. PIERCE. Yes. There are two reasons for that. The National Center for Educational Statistics was conducting a study where such data was acquired. Therefore, OMB cut out those questions from the vocational education report forms to eliminate duplication.

We are now in the process of going back to OMB and asking if we can reinstate this question on enrollment by sex because the National Center is not now collecting this data on an annual basis.

Mrs. CHISHOLM. Thank you. Secondly, I am particularly disturbed about the lack of training opportunities for women. I think we recognize in this country that more families are working out of necessity, and female headed households are increasing for a variety of reasons and yet, in terms of the courses of training that have been given I am particularly disturbed when I look at the chart on page 5 of the GAO report. I think if you can turn to that chart, you will see the reasons why. Training in agriculture, home economics and cosmetology is fine, but when we speak of training women with marketable skills, we find that in terms of other vocational types of programs, that nothing is being done.

I was wondering if the Education Office has any kind of plan for broadening the training of, women so they can acquire the marketable skills that are necessary today, instead of taking the traditional female courses found in vocational education?

Dr. PIERCE. Yes, we do. We have a number of things underway. One of the proposals we would like to make for new legislation is that one of the priorities that the States ought to look at is elimination of sex role stereotyping in vocational education.

There is no question that there are social barriers as was pointed out yesterday. However, that does not eliminate the fact that we can continue as Federal and State administrators to keep the pressure on that area, to make people sensitive and aware of the issue. In response to that, then one of the things I propose to do in response to the GAO report, but also because we shared that concern and have recognized it for some time, is to pull together a committee, an ad hoc committee of State directors of vocational education, and develop specific strategies on how we can achieve what you and we share in wanting to have accomplished.

Dr. TERREL BELL. I think it would be fair to say that there is more sex stereotyping in vocational education than in any other area of the curriculum, and I think you are touching on and bringing home to us a valid point for our immediate attention.

Mrs. CHISHOLM. One brief question. One of the areas not covered by the GAO report was the area pertaining to the bilingual amendment offered by Senator Dominick, with whom I worked, in securing the adoption of the bilingual amendments as a part of "ESEA" last session.

I was wondering if the Office of Education has done anything to implement those amendments in the area of vocational education?

Dr. PIERCE. Yes, we have. The rules and regulations for that program are, as I understand it, on the desk of the Secretary of HEW right now. We hope they will be put into the Federal Register within the next few days. We plan to spend $2.8 million out of the total bilingual appropriation for bilingual vocational education programs this year.

We also covered that in the new legislation and have written in language about bilingual vocational education in the new proposed legislation, so we hope to continue this program in the new legislation.

Mrs. CHISHOLM. Thank you very much.

Congressman Lehman.

Mr. LEHMAN. I would like to pursue a question that was brought out yesterday and which has concerned me for a long time. That is the relatively low level academic stride that vocational education students are counseled to pursue. I tried to explain yesterday to the people from the State agencies and also to find out why there were so few college prep students in vocational education, why there were no "Honors" classes scheduled for these students.

What I am trying to get at is this: How do you get the top level student into vocational education? How do you let vocational education play a leadership role in the academic world, is there rather a semi, stigma attached to the top level student to get into vocaional education? I have gone to various high schools that are comprehensive and have talked to different guidance people and asked, "How many of your people are taking honors classes in vocational education?"

In answer to my question, I have yet to find the first student in many high schools that was both in vocational education and was in an academic honors class, or, in vocational education and advanced study programs. You either get one or the other, and there is no reason for it.

I would like to find one student in advanced study or honors classes in vocational education.

Dr. PIERCE. His name was Max Mickelson, president of the Future Farmers of America chapter in Petaluma, Calif., in 1959 and 1960, also president of the student body of their high school, and he was also an honor student, went to the University of California at Davis and is now a very sucessful attorney in Petaluma, Calif. That is one name I can think of from my personal experience. I was surprised at my colleagues yesterday. There are a number of answers to your question, Mr. Lehman.

Mr. LEHMAN. Excuse me. In fact, isn't that unusual?

Dr. PIERCE. I don't think it is atypical. It is unusual to the extent that unfortunately, vocational education for a lot of years, has been viewed as a dumping ground. It has been viewed as the kind of place, if I may, this response in part to the GAO report. In a way, it is viewed as a kind of program where you send kids off to dark facilities, in old buildings that are rundown and not new or modern and not up-to-date and then expect them to have pride in themselves and in their program.

Therefore, the more talented young people really felt that that was a stigma, and it has been presented with a stigma. I think we are overcoming that. The young people themselves are beginning to overcome that.

At some point during the course of this afternoon, if possible, I would like to share with you some statistics from a national study that was recently done, the longitudinal study of the high school graduates of 1972 where interviewers asked the graduates what they thought about vocational education.

Yesterday, we talked about what we thought about it, but didn't talk very much about what students think about. I think it would be appropriate to get that into the record as well.

[Information referred to follows:]

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., April 9, 1975.

Hon. CARL D. PERKINS,
Chairman, Education and Labor Subcommittee,
House of Representatives, Washington, D.C.

DEAR MR. PERKINS: On February 19, I testified before the Subcommittee on Elementary, Secondary, and Vocational Education of the House Committee on Education and Labor concerning vocational education. At that time, Congressman Lehman expressed concern about the stigma of vocational education in our schools. In response, I promised to provide for the record "some statistics from a national study that was recently done, the Longitudinal Study of the High School Class of 1972 where interviewers asked graduates what they thought about vocational education."

In the initial questionnaire given to a national sample of high school seniors in the Spring of 1972, question number 18 stated, "Please rate your school on each of the following aspects." One of the sub-items was the "quality of vocational instruction." Students could respond, "poor", "fair", "good", "excellent", or "don't know."

Of more than 16,000 respondents, 62 percent indicated that the quality of vocational instruction in their school was "good" or "excellent".

Item 19 of the questionnaire asked the students, "How much do you agree with each of the following statements about your high school?" One statement was, "School should place more emphasis on vocational and technical programs." Responses could be "agree strongly", "agree somewhat", "disagree somewhat", "disagree strongly", and "does not apply." Of all the respondents, 71 percent agreed that more emphasis should be put on vocational instruction.

For your information is attached *A Capsule Description of High School Seniors: Base Year Survey* which summarizes information obtained from seniors in the class of 1972. (Placed in Subcommittee files.)

If your Subcommittee has any other questions, we will be happy to provide you additional information.

Sincerely,

WILLIAM F. PIERCE,
Deputy Commissioner for Occupational and Adult Education.

Enclosure.

Re: Attached *Tabular Summary of Student Questionnaire Data,* Volumes I and II, for the base year, i.e., the initial year of the National Longitudinal Study of the High School Class of 1972.

Attached is a copy of a report on a recent national study, the Longitudinal Study of the High School Class of 1972, where interviewers asked graduates what they thought about vocational education. This data is pertinent to Mr. Lehmans' concern about the stigma attached to vocational education.

In the initial questionnaire given to a national sample of high school seniors in the spring of 1972, question number 18 stated, "Please rate your school on each of the following aspects." One of the subitems was the "quality of vocational instruction". Students could respond, "poor", "fair", "good", "excellent", or "don't know".

Of more than 16,000 respondents, more than 43 percent said that the vocational instruction in their high school was good or excellent. Of the 3,500 vocational students replying, almost 40 percent thought their vocational instruction was good and more than 21 percent felt it was excellent.

Item 19 of the questionnaire asked the students, "How much do you agree with each of the following statements about your high school?" One statement was, "School should place more emphasis on vocational and technical programs." Responses could be "agree strongly", "agree somewhat", "disagree somewhat", "disagree strongly", and "does not apply". Of all the respondents, more than 62 percent agreed that more emphasis should be put on vocational instruction. Of the vocational students replying, more than 73 percent agreed with the statement.

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Q198 SCHOOL SHOULD HELP STUDENT PROBLEMS WITH BASICS (1-5)      TABLE  95                                 6/21/73

+---------------------------------------------------------+-----------------+------------------------------------------+
|        CLASSIFICATION              ACT     WTD           |      OMIT       |       PERCENT RESPONSE / C.V.            |
| SEX    CURRIC RACE   FATH E          N       N     NFS  |ACT N    WTD N   | AG MUC  AG SOM  DA SOM  DA MUC  N.A.     |
+---------------------------------------------------------+-----------------+------------------------------------------+
| MALE   GEN    WHITE  N.A.          286   49299   172    |    5      790   |  45.81   38.71    5.65    2.73    7.11   |
|                                                         |                 |   0.06    0.07    0.20    0.34    0.19   |
|                      <HSGRD        539   90095   247    |    7     1579   |  46.21   41.03    5.36    2.75    4.65   |
|                                                         |                 |   0.04    0.05    0.16    0.27    0.17   |
|                      HSGRAD        869  151743   313    |    4      737   |  44.29   42.87    7.28    1.23    4.33   |
|                                                         |                 |   0.04    0.04    0.10    0.41    0.15   |
|                      COLGRD        253   48161   146    |    0        0   |  43.75   38.38    9.13    1.76    6.98   |
|                                                         |                 |   0.06    0.07    0.19    0.46    0.24   |
|               BLACK  N.A.          170   20627    91    |    6     1085   |  66.35   19.44   10.32    2.57    1.31   |
|                                                         |                 |   0.05    0.13    0.16    0.44    0.57   |
|                      <HSGRD        124   15950    75    |    6      844   |  71.05   19.57    2.83    3.55    3.00   |
|                                                         |                 |   0.05    0.16    0.52    0.62    0.45   |
|                      HSGRAD  [illegible]   12341    66    |    3      359   |  67.91   30.19    5.44    0.0     1.46   |
|                                                         |                 |   0.07    0.15    0.47  ******    0.70   |
|                      COLGRD         15    1808    10    |    0        0   |  57.68   23.42   14.57    4.34    0.0    |
|                                                         |                 |   0.14    0.34    0.21    0.93  ****** |
|        ACADEM WHITE  N.A.          131   23510    94    |    2      251   |  45.15   38.06    8.56    2.33    5.89   |
|                                                         |                 |   0.09    0.10    0.24    0.57    0.35   |
|                      <HSGRD        485   84770   267    |    2      399   |  34.27   42.19   10.09    1.90   11.55   |
|                                                         |                 |   0.05    0.05    0.14    0.35    0.11   |
|                      HSGRAD       1444  262546   378    |    6     1100   |  37.[illegible]   42.46   10.44    2.23    7.60   |
|                                                         |                 |   0.03    0.03    0.07    0.17    0.08   |
|                      COLGRD        852  155718   290    |    5      726   |  33.07   42.28   11.15    2.73   10.77   |
|                                                         |                 |   0.05    0.04    0.09    0.19    0.09   |
|               BLACK  N.A.           55    6903    38    |    0        0   |  77.33   1[illegible].04    1.68    1.43    1.52   |
|                                                         |                 |   0.07    0.26    0.75    1.00    0.95   |
|                      <HSGRD         79    9983    46    |    0        0   |  71.63   21.37    5.40    0.0     1.60   |
|                                                         |                 |   0.05    0.18    0.10  ******    0.98   |
|                      HSGRAD         83   11534    54    |    1       83   |  65.21   22.95    4.12    1.80    5.92   |
|                                                         |                 |   0.07    0.16    0.37    0.71    0.43   |
|                      COLGRD         11    1397     9    |    0        0   |  58.09    7.35    0.0     0.0    34.59   |
|                                                         |                 |   0.15    0.34  ******  ******    0.20   |
|        VOTECH WHITE  N.A.          253   40791   165    |    9     1633   |  50.74   31.55    8.25    3.58    5.89   |
|                                                         |                 |   0.06    0.09    0.23    0.48    0.18   |
|                      <HSGRD        434   74181   201    |    3      512   |  43.39   39.35    8.08    3.41    5.77   |
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|                      HSGRAD        523   91074   243    |    2      335   |  42.02   42.30    7.78    2.77    5.13   |
|                                                         |                 |   0.05    0.05    0.13    0.24    0.18   |
|                      COLGRD         70   12605    55    |    1       83   |  46.16   38.25    7.82    2.36    5.42   |
|                                                         |                 |   0.12    0.14    0.32    0.72    0.43   |
|               BLACK  N.A.          102   11477    54    |    7      969   |  57.18   24.91    9.80    6.57    1.93   |
|                                                         |                 |   0.08    0.17    0.30    0.35    0.69   |
|                      <HSGRD         63    9771    42    |    2      190   |  65.43   22.11    8.11    2.76    3.60   |
|                                                         |                 |   0.08    0.16    0.22    0.31    0.39   |
|                      HSGRAD         39    5527    26    |    2      249   |  56.17   34.60    4.89    0.0     4.36   |
|                                                         |                 |   0.10    0.19    0.91  ******    0.47   |
|                      COLGRD          6    1137     4    |    0        0   |  80.05   19.95    0.0     0.0     0.0    |
|                                                         |                 |   0.08    0.34  ******  ******  ****** |
| FEMALE GEN    WHITE  N.A.          210   33444   145    |    4      706   |  60.01   28.91    5.35    1.46    4.27   |
|                                                         |                 |   0.06    0.11    0.28    0.53    0.50   |
|                      <HSGRD        482   80714   220    |    4      710   |  46.93   40.48    6.13    3.25    3.21   |
|                                                         |                 |   0.04    0.05    0.17    0.31    0.18   |
|                      HSGRAD        715  130417   276    |    5     1006   | [illegible]   36.10    7.54    2.84    4.66   |
|                                                         |                 |   0.03    0.05    0.13    0.22    0.14   |
|                      COLGRD        183   33429   119    |    1      161   |  48.53   37.93    4.70    4.78    4.09   |
|                                                         |                 |   0.07    0.10    0.40    0.26    0.32   |
|               BLACK  N.A.          136   21795    81    |    1      173   |  75.6[illegible]   15.33    0.51    5.87    2.85   |
|                                                         |                 |   0.04    0.16    0.75    0.26    0.44   |
|                      <HSGRD        149   17374    83    |    1      211   |  69.57   22.38    4.03    1.09    2.62   |
|                                                         |                 |   0.05    0.14    0.40    1.00    0.60   |
|                      HSGRAD        123   15430    71    |    1       79   |  70.09   24.96    3.57    0.39    0.58   |
|                                                         |                 |   0.06    0.13    0.48    1.70    1.23   |
|                      COLGRD         12    1559     8    |    0        0   |  40.20   41.92    6.90    6.98    0.0    |
|                                                         |                 |   0.26    0.24    0.26    0.96  ****** |
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|                                                         |                 |   0.10    0.13    0.37    0.55  [illegible]   |
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|                                                         |                 |   0.04    0.03    0.05    0.15    0.13   |
|                      COLGRD        854  152070   292    |    4      679   |  47.88   35.38    8.95    2.34    4.55   |
|                                                         |                 |   0.04    0.05    0.12    0.24    0.17   |
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|                                                         |                 | [illegible]  [illegible]  ******  [illegible]  [illegible]   |
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Mr. LEHMAN. I am going to have to run out of here to meet some students in just a moment; they are waiting on me, 200 of them, and I will ask them how many of them are in vocational programs.

Dr. PIERCE. May I say one thing that I think needs to be said. Seventy percent of the young people in vocational education who completed a vocational education program and who were not available for work went on to further education, including college.

Mr. LEHMAN. My quarrel is with the fact that somewhere in the system, that these kids are not plugged into the really top academic classes, and they are really smart enough to be there.

Mr. GOODLING. Will you yield? I would like to invite your 200 students up to my area I represent. We have four levels in our vocational programs, and we have very outstanding students doing very outstanding work in the top levels, by their choice and by our encouragement.

Mr. LEHMAN. That is what I would like to have more of, and I think there is no reason why there shouldn't be, but yet, I think on a broad scale, we all have to realize it is not customary.

I would like to see some way we can direct this legislation in that direction. Thank you very much. This is my thing for this week, and I was just trying to get it in.

Mrs. CHISHOLM. Mr. Buchanan.

Mr. BUCHANAN. Thank you. I will be as honest as my colleague from Florida. I have been around here awhile, but I am new to this committee. Therefore, this is one of the many subjects on which I am quite ignorant. I will approach it from the point of view of no knowledge and seek a vocational education from you.

I am really intrigued with the line of questions of the gentleman from Minnesota and from this point of view: the chart from which he was reading contained conflicts in testimony in what they reported to you and in what we heard from them yesterday. It was based upon data obtained from the Bureau of Adult Education for fiscal 1973, and you had on the first page of the document containing that chart or table a series of conclusions, or summary of what it said about where the money was going. Okay. Now, what intrigues me is this: One of the great problems of Government, I hav found, has been the difficulty we have here in Congress of getting adequate information upon which to base intelligent decisions so that we can do the job we need to do of making the necessary changes in legislation or exercising oversight, to try to make vocational education as good, for example, as we can help to make it.

Would this survey have been something you would regularly do?

Dr. PIERCE. No.

Mr. BUCHANAN. It would not. Was it something in response to GAO?

Dr. PIERCE. Yes, it was.

Mr. BUCHANAN. Now, if we had not had a hearing yesterday, would it be reasonable to expect you would have gone on this as being valid information?

Dr. PIERCE. Certainly not without further verification. We always try to verify and validate the information we get. We do that insofar as we possibly can.

In this case, we simply did not have time to complete this task. I think, if I may share with you, and you probably already know this, but we can't ask one bit of information without getting OMB's approval.

So we had to go to OMB to even get approval to ask these five extra questions. We share your concern in saying "What kind of information do you really need, what kind of information does the Commissioner of Education really need, what kind of information do all of us that are worrying about this really need in order to make good decisions?"

One way to go about it is to collect everything you can possibly think of and then hope someday that somebody asks a question about it, and that it is going to be there.

We think there is a better approach to that. We have a study under way where we are going to the users of vocational education information, including Congress, and saying, "What do you really want to know so you can make your decisions," and then we will say, "That is all we are going to ask, that is all the information we are going to collect based upon the various user groups," and then we will put in place a system that allows us to collect, update, and retrieve that information.

I think, Mr. Congressman, that that is going to solve the kind of problem you are concerned about, but that is hard work, it is expensive and will take us a while to get it done.

Mr. **Buchanan**. That is very reassuring as to your end of the line, but the gentleman from Pennsylvania, from the point of view of a man who was a school superintendent had a lot of these questionnaires to answer. You heard a few moments ago his response to that situation, which I am sure is typical.

I am concerned about what is necessary for you to do to make sure you are getting accurate information as the gentleman from Minnesota pointed out a minute ago. There seems to be a good deal of conflict in the testimony, concerning a column that should have been pretty simple to answer. I don't know what this may imply. Maybe you have a normal procedure of following through in some way that you can nail this down.

Dr. **Terrel Bell**. We should be able to depend upon, and I say "we should", and maybe we can't but we must depend upon the chief State School Officer and State director of vocational education.

They usually sign the form and say, "I hereby certify this information is accurate to the best of my knowledge."

Now, it is from that kind of source document signed in that way that Mr. Quie was criticizing. It is a source of great concern, and that certainly hurts our credibility when we come before a committee and it causes you to have a low level of confidence, not only in testimony, but in all of the information you have on making decisions.

So I think it is a very, very serious matter. That is one reason that I meet with the chief State school officers on a regular basis, and Dr. Pierce meets with the State directors of vocational education. I am sitting here telling myself that I am going to make a big point of this and a point that Mr. Quie was making when I meet with them and just lay on harder that we have to have accurate data and data that they can stand behind.

But to send the information to us and sign it and then, as yesterday, to come before this committee and say, "That is not right," the only way we can get information is to get it from State superintendents of education. That is our source for these documents. We require a signature and certification, that is correct.

But it seems to me that this entire thing was in response to a

Mr. Buchanan. But it seems to me that this entire thing was in response to a critical GAO report—critical of them and you, and it is particularly unfortunate and ironic we should have this conflicting testimony from these States, at the time you are before the committee using this information in challenging a GAO report and its accuracy.

Dr. Terrel Bell. I certainly agree with that 100 percent. I agree that we have a stewardship responsibility to this committee, to provide you with accurate information. We need to work at it harder.

Dr. Pierce. I would like to make one other observation. There are techniques I think we can use, once we get a system that asks the kind of questions that really need to be asked and gather the data. Then we can set in place a sampling procedure, whereby periodically, we go in and sample those responses for their accuracy.

Once verified the first time around, we can continue on an ongoing basis to sample and really verify them at the local level to maintain accuracy. I think that kind of technique will provide the kind of stewardship the commissioner mentioned. That is the kind of procedure we need to put in place once we get the total system put in place.

Dr. Terrel Bell. The things I think we ought to consider doing is send back the data where we show all 50 States and say to Pennsylvania. This is what you gave us. Do you still stand on it? We probably need more of that going on than we have had.

Mr. Buchanan. Thank you.

Mrs. Chisholm. Mr. Miller.

Mr. Miller. Thank you, Madame Chairman. I would like to ask a couple of questions. I would like to go back to the chart on page 5 that the chairperson brought to your attention and go to the home economics not for wages, and ask if you might describe the distinction between that program and home economics under parentheses of gainful?

Dr. Pierce. Are you asking for a description of that?

Mr. Miller. Yes.

Dr. Pierce. Mr. Miller, in part B of the Vocational Education Act, it calls for home economics programs that lead to a particular occupation, as compared to general home economics that prepares one to live and work in the home, and another part of the act funds the general home economics, the home and family living, if you will, and some of my friends in home economics will be upset with my using that term, but I am trying to make a distinction between the home economics programs that lead to a specific occupation as compared to what has been thought of as traditionally the home economics program. That is the distinction.

One is in part 3, and the other is a separately funded category, a separate funded part in the existing act.

Mr. Miller. I assume no tradeoff can be made in terms of home economics not for wages. In fact, 33 percent of enrollment in vocational education at the secondary level are in that program.

That does not mean, certainly, that 33 percent of the program budget is wrapped up in that program. Do you know what amount it might be?

Dr. PIERCE. Not off the top of my head, but I can look it up for you in just a second if you give me a moment. It is part F, and I believe it is $30 million this year total out of $550 million, roughly.

Mr. MILLER. What is the justification for having that program in vocational education historically?

Dr. PIERCE. Historically, home economics was one of the first programs under the Smith-Hughes Act. Home economics and agriculture, that was the basis and foundation for vocational education. It has been a part of vocational education activity since that time.

Mr. MILLER. But according to this chart, it has been segregated to the extent it is now recognized either not for gainful employment or not for wages.

Dr. PIERCE. That is right. In the 1968 act, the traditional home economics program was separated but as a separate not for wages program.

The wage earning occupation program was put in part B to make the distinction between the two.

Mr. MILLER. And we spend $30 million a year?

Dr. PIERCE. It fluctuates a little each year, but roughly that each year; yes, sir.

Mr. MILLER. I assume that involves well, when I went to high school, I participated in one of these classes, and I assume it involved learning how to cook various dishes, some consumer protection, some general knowledge about the running of the household, is that correct? Is that still what it is?

Dr. PIERCE. It includes that, but also includes a great deal more modern kinds of concerns of the home. Most home economics programs are no longer geared to cooking and sewing. The programs have been broadened to include the total needs of the family, needs of a working mother, and how she provides a home at the same time as providing, perhaps, a livelihood for her children.

Also, in terms of the 1968 act, one-third of those funds had to be spent in depressed areas, areas of the State that were economically depressed, which therefore helped people who, perhaps, were on welfare who may have never really had an opportunity to learn how to use their resources well.

The home economics people moved into those areas, and I think have done a fine job of providing people with additional information on how best to use their resources, how to deal with their children.

Mr. ALPHONZO BELL. Will my colleague yield?

Mr. MILLER. Yes.

Mr. ALPHONZO BELL. While you were asking that question, I wondered, relative to home economics, what is the percentage of Federal, State and local expenditures?

Dr. PIERCE. It is much higher than for the average, as I recall. Off the top of my head, Mr. Bell, I think it is, about 9.50 of State and local to every $1 of Federal. I will verify that.

It is $8.64, but it is higher than the national average for all vocational education support, which is $5.29 of State and local for every $1 of Federal money.

Mr. **Alphonzo Bell**. I thank my colleague for yielding. Sorry to interrupt.

Mr. **Miller**. My concern is this: I articulate with some reluctance because I am somewhat new to the committee and somewhat new to this program, but the home economics segment, again, not for wages, I worry that may be a place to shuffle women off to in the educational system who are tired of the traditional academic programs and we are spending an awful lot of money on this program.

Then I look at the category just above it, Health, and we see we are dealing with 1 percent of the people at the secondary level. Another subcommittee of this committee heard testimony about the dire need for individuals in terms of home health care services, the need for training of personnel, especially if we are going to move away from institutionalizing people back into the community and into their homes. I just really want to express a concern about this. While I am sure that home economics is much different than when I went to secondary school, and certainly, the situation described in terms of depressed areas or disadvantaged individuals has some merit, I just question whether that really ought to be funded under vocational education. It seems to me we are dealing with very limited resources and trying to retrain people at the other end, adults, the other end of the scale, who have been thrown out of work because of a change in industry and so forth. I wonder whether we are using our resources to the best of our capability.

I understand this was selected this way, and I am speaking to the bill more than I am speaking to your responsibilities in the office. But I really think this is something that this committee and others ought to be concerned with because $30 million is an awful lot of money right now in the educational system. If it is simply to really take over the role of the traditional family in terms of passing on certain skills, I suggest we are doing that in many cases where the areas are not depressed and not disadvantaged and giving people a break from their more traditional education. If so, we ought to think that expenditure of money.

This goes also to the question of the sexual stereotyping that the chairman brought up.

I might also ask you to address yourself to the contention raised yesterday and today on the question of State administration of these programs provided by Federal moneys. I guess the word of art is retained funds for purposes of administration, and I notice under my home State, California, it is 100 percent. I assume that is because the previous Governor of that State was very fond of Federal dollars and not very fond of State dollars in terms of the expenditure columns, but I would like your reaction to some of the suggestions made I believe along this line in the GAO report regarding whether or not we ought to require a ceiling being placed upon the amount of funds that may be retained to fund administrative positions and purposes, or whether we should simply let it go at this chart where it ranges from 1 percent to 100 percent.

Dr. Pierce. Before I answer that, if I may, the commissioner, as a superintendent of schools, might have an observation about the home economics issue, if you would like that.

Mr. Miller. Certainly; please feel free.

Dr. Terrel Bell. I might indicate I just came from a school district where we operated seven large high schools, over 2,500 students in each high school, and we did a followup study with our graduates of 3 years previous.

The purpose of this study was to ask ourselves what our graduates were doing then, 3 years hence, and what implications it might have for the curriculum in the high schools.

We found that over two-thirds of the girls were mothers and were homemakers. Some of them were part-time homemakers and mothers and working. But it was surprising to us a large number of those young women who had responsibilities of managing a home, and I would suggest from that experience that, and in today's world that it is a very, very complex task to manage a home, to see to adequate nutrition and adequate family management and money management and soon being taken care of as well as the meals preparation skills and the rest of it.

I, for one, have been very much supportive of the concept of home economics in the so-called nongainful area.

Mr. Alphonzo Bell. Will you yield at this point?

Mr. Miller. Yes.

Mr. Alphonzo Bell. Doctor, I think one of the problems is basically that the home economics program could probably be funded at a local level.

Dr. Pierce. No question about that.

Mr. Alphonzo Bell. And it would be. The point is we are spending Federal money on a program that I do not think basically involves the search for employment.

It seems to me that the point is very well taken.

Dr. Pierce. Well, I would not dispute that. I wanted to point out the great need for this and the great percentage of our population of our graduates that wind up where that is their full-time occupation.

We need to care for that and whether it be done on the Federal or local level, I would still argue that we need a large program in this area.

Mr. Alphonzo Bell. Federal moneys for vocational education should be used for the operations not normally met, or training not otherwise met at the local level. Basically, that is my feeling.

Dr. Pierce. Again, I say it is a discussion as to whether or not all vocational education ought to be devoted exclusively for placing people into employment, or whether it ought to be to prepare them, like other aspects of education, for their full-time life experiencas. I would not want to engage in a debate on that at this point.

Mr. Alphonzo Bell. In 1963, I worked with the first vocational education bill ever passed by the House. As far as Federal moneys are concerned, I always felt the thrust of these dollars should not be toward those divisions of the home economics program that do not lead to employment, but toward the other very important aspects for employment.

Dr. **Pierce.** I would just say, Mr. Bell, that would be a dramatic departure from what we had in the Smith-Hughes Act.

Mr. **Alphonzo Bell.** I know the Smith Act, but the 1963 act made some changes. I thought that thrust was established, but it does not look like it was.

Dr. **Pierce.** I don't believe we read the legislation that way, and we tried to look it over carefully.

Mr. **Alphonzo Bell.** Maybe we should make that less ambiguous.

Dr. **Pierce.** Yes, to make it more explicit, which is the intent of Congress.

Mrs. **Chisholm.** Are you finished?

Mr. **Miller.** I have a question that I would like an answer to on Federal funding of administrative costs.

Dr. **Pierce.** One of the things Congress did in 1968, which I thought was very appropriate, was to remove the purpose by purpose matching provisions in that act and simply say to the States: "You must match overall at least on a 50–50 basis." That allows the State the flexibility to say: "OK. Because of a Governor's decision, or whatever the particular issue might be in a State, I can take care of the needs of the program without having to worry about whether I have 50 percent in this little pot and 50 percent in this little pot and 50 percent in this little pot so long as I am overmatched."

I am kind of caught on the horns of a dilemma in trying to answer because it may—well, you can certainly make an argument that the State ought to put in at least a proportionate share for administration. We try to point out that it was not, or we didn't think it was as bad across the Nation in terms of the amount of Federal money being spent for administration as the GAO report suggested.

If this data in the question in mind is 5 percent as accurate is not as bad, and 7.2 percent nationally, you have a relatively few number of States, and I have forgotten the summary here, but in terms of that State level of administration, you only have 2 States, or rather in amount, you have 10 States that are over 20 percent and the rest of them fall beneath 20 percent and 23 of them fall beneath 9 percent

I guess the thing I worry about is, I know that in the adult basic education program that 5 percent limitation causes some real problems in administration of that program. GAO recommends 5 percent. I am really very afraid that 5 years from now, we will be back here responding to another GAO report which says the States have not played the kind of leadership role they should have and we will be seriously criticized, all of us, for not doing that, if we put too low a ceiling on that administration level.

So I have a hard time dealing with the issue. I know what Congress is faced with, but I really wonder if maybe the wisdom of making it an overall match rather than a purpose-by-purpose match is still a good one and Congress may simply want to express the intent of Congress in terms of not going above a certain amount.

Mr. **Miller.** If I might suggest one followup question on that. How do we monitor these funds that are used for administration to make sure these people are giving their full time to this program?

Dr. **Pierce.** We monitor them in several ways. One way, of course, is through the statements in the State plan. They must state what the backgrounds of the people are and what their responsibilities will be. Secondly, we have our management teams go out in the field, five members usually from our staff, that go from State to State and review the management of the program.

Now, we can't do that in every State every year obviously, but it is done on a sampling basis.

Mr. MILLER. Is that often?

Dr. PIERCE. Not very often. There are two States we are a little bit concerned with right now in terms of some administrative decisions that have been made that make it appear, at least on the surface, that the individuals in the State department of education that are being paid for with Federal funds are not really spending their full time for vocational education, and we are dealing with those States now.

We have had technical assistance on program review teams in the States. As a matter of fact, I talked to the chief State school officer in one of those States last week about the problem. He happens to be new. He is going to address himself to the issue, and we will get back to it and try to solve it.

Mrs. CHISHOLM. Thank you very much. I would like to make a brief comment before calling on Mr. Bell with respect to a comment made by Commissioner Bell a short while ago.

I think that what we are trying to do, as we attempt to get out thoughts together, to rewrite, or revise, or amend the legislation, is to make sure that we understand what the thrust and original purpose of the legislation was. I think one of the things that has to be clearly understood in the minds of all of us is that there is something happening in this country with respect to the female population—53 percent of the women in this country with children under the age of 18 are now working, and that thousands of women in this country are working not for pin money or for extra goodies, but because it is a dire necessity for the women to supplement the income of their households. If they don't have marketable skills and don't get the training via the money the Government has put forth for this purpose, I think we are missing the goal, and I think it is important that all of us understand the basic intent of the legislation.

Dr. TERREL BELL. I recognize that and agree with it and think it ought to be the first priority. I would like to persuade the committee, and may not be successful. I think it would be a mistake to eliminate and prohibit entirely the spending of Federal funds for training of people that want to be in nongainful home economics. I think that if you proceed to do that, that you will stir up an enormous reaction from those individuals and those housewives that think they are also serving in a very important capacity and that by virtue of their capacity and their willingness to serve as they are, they are also contributing to the economy and that by virtue of the fact they are doing what they are doing, they are saving money and contributing to that end.

I hasten to emphasize this hierarchy of priorities would not list it first, but down a ways, and I just hope the committee would not prohibit it entirely. If they want to restrict it some way, I won't mind, but try to persuade the committee not to prohibit it.

I thought I misheard or maybe misinterpreted from Mr. Miller or Mr. Bell an inclination that that is the direction you are heading.

and I wanted to raise my voice to try, with whatever effectiveness I have, I don't know, to persuade you not to do that.

Mrs. CHISHOLM. Thank you, Dr. Bell.

Mr. ALPHONZO BELL. Commissioner Bell, the GAO report claims the State of California uses only Federal money and no State money for administrative costs.

How would you suggest that this be corrected?

Dr. TERREL BELL. I don't think that we talked about that specifically. I would say, and not referring to California in particular, but I served for 7 years as a chief State school officer, and I know that where you get your funds to take care of adequate management and planning and so on sometimes depends upon how you come out, one body, this body versus the State legislature.

Sometimes, if you have to face the fact that because you have been unsuccessful in getting State legislative appropriations, rather than to dismantle a staff, I had the experience a few time before the legislature that I came before, of having to go heavier on Federal funds than I wanted to temporarily until I could get before the legislature again.

But this matter of 100 percent in California, I think maybe Dr. Pierce ought to talk to it specifically.

Mr. ALPHONZO BELL. Let me add another question. Perhaps one answer would be that we could work out a matching arrangement with California, say 5 percent Federal and 5 percent State?

Dr. TERREL BELL. I think that if you did that, we would have this situation.

Mr. ALPHONZO BELL. Or whatever matching arrangement, would that be an answer?

Dr. PIERCE. Well, one answer, of course, would be to simply state in new legislation that administration must also be matched 50-50. That is one way you can go. That would then mean that every State could then go up to 50 percent Federal and could not go above that. That is one approach.

Another approach might be, Mr. Bell, that to simply suggest that for those States that are above 20 percent, that it is the intent of Congress that, well, there are probably other ways without legislatively mandating it, that you could address yourself to that issue. But if you really feel that you need limit it, you can do two things, either the 50-50 match, or you could do what GAO suggests and put a limit on it.

I think the limit of 5 percent suggested by GAO would be detrimental to the program. I think that is too little. The other programs I have the responsibility for, I know it is too little at the State level. They simply cannot function well, and they do not provide the kind of leadership at the State level that needs to be provided.

So I am worried about the 5 percent. I don't think most States would worry at all about a 50-50 match across the board and that would take care of, certainly, California and a few of the others.

California would worry about that, obviously, and it would cause them some problems.

Mr. ALPHONZO BELL. I have another question. What positive steps have you taken to apply title IX of the Education Amendments of

1972 to eliminate sex discrimination in vocational education programs?

Dr. PIERCE. We have done a number of things. Most recently, I have met with a committee of four women's organizations that testified before the rules and regulations hearings, and was presented written testimony requesting that certain changes in the vocational education rules and regulations be made.

The thrust of those recommendations were twofold. One is that certain sex designations be eliminated in the rules and regulations such as changing "firemen" to "firefighter." The other was to stipulate in a number of places to add a sentence, "without regard to sex" and so on, in about 17 different places in the existing rules and regulations.

Our attorneys told us such instructions were really unnecessary because title IX already pertains to all Federally assisted education programs.

I then took that document of 20 pages and sent it to all State vocational education directors and said even though we have been told not to do it by the lawyers, this is the kind of thing the women of the country would like to see happen, this is the kind of sensitivity to the legislation they would like to see you aware of and, therefore, I am asking you and your colleagues to read it, have the staff read it, so you become aware of the changes that the women would like to see made.

I think it is through this kind of activity that we can make the people aware and sensitive to the issues and bring about the changes. That is the most recent thing I can think of that we have done.

Mr. COOKE. If I could comment on that also, I think we should not hold out vocational education by itself on the enforcement of title IX.

Title IX regulations are not yet published in the Federal Register. One hopes that will happen within the next month or so. After those regulations are published in the Federal Register, then I think you will see clearly the applicability of those to vocational education in particular, and that is when you begin to get some enforcement on the sex discrimination issue, which we, perhaps, have not had in the past. I think that is a fair way to put it.

Mr. MILLER. It was to this point: "perhaps an occupation such as welding might be hazardous to a woman." I really find it incredible, that a statement like that would still be made by a State director. In the area near where I live.

You go to Mare Island Naval Base and there are women welding and working on lathes, and there is a whole range of jobs and industries, again, in the steel mills have been told by the government to employ women, and refineries are employing women and somehow.

I really think it goes beyond changing "firemen" to "fireperson." It goes to a directive as to what precautions have to be taken in some instances regarding length of hair, and what have you, but not the immediate assumption that somehow, work is more hazardous to one individual than to another, especially in vocational education.

Dr. PIERCE. The only thing I can say in response is that we are a product of our environment, and we still find people who make sexist statements like that in every area, and there are still a few in vocational education, and we are trying to educate them as fast as we can.

Mr. Miller. That is why my generation says to keep on pushing.

Dr. Pierce. I assure you, we are going to bring into my office a group of those State directors to develop a set of very specific activities that we can put in place activities that do just exactly what you are suggesting.

Mr. Goodling. That must not have been a serious statement. Was it, Mr. Miller?

Mr. Alphonzo Bell. I have one more statement regarding the problem between vocational education and the labor market. Does OE set priorities for employment?

Dr. Terrel Bell. We are constantly in contact with labor. We have some joint responsibilities with them that the department does on CETA. I don't think we are doing as good a job, Mr. Bell, as we ought to do in that regard, knowing the nature of how bureaucratic organizations function.

I should say I think the places where we ought to be interfacing better are with the Bureau of Labor Statistics, obviously, and also with the State employment security offices. I think, particularly, we ought to be encouraging that on the State vocational education levels.

Mr. Alphonzo Bell. Do you have a dictionary of titles with the Labor Department?

Dr. Terrel Bell. Yes.

Mr. Alphonzo Bell. With your department, the labor-statistician and so forth?

Dr. Terrel Bell. Yes.

Mr. Alphonzo Bell. Are they the same?

Dr. Terrel Bell. Yes, the State vocational directors use the Dictionary of Occupational Titles developed by the Labor Department. So the terminology we use is the same. I suspect much of the educational jargon that we throw around with it may be with varying degrees of caution, is where we do have problems in that regard.

Dr. Pierce. If I might add, we meet monthly with the Bureau of Labor Statistics trying to resolve our problems in looking at the labor market vis-a-vis training. We have a joint document we put out with them where we have put all of the occupational education titles, designation titles, and match these to the Dictionary of Occupational Titles numbers, so you have a cross-reference one to the other. We have been working with them in the development of our 15 vocational education clusters. We also have constantly watched on a national level the enrollment in vocational education as compared to "BLS" national trends.

One of the things that we responded to in our point-by-point response to GAO was to do just a random sampling of 10 occupations in vocational education, showing the enrollment increase in those occupations and determining if those enrollment increases were consistent with employment opportunity increases and in every case they were. So we work with them as closely as we can. I am sure we can do more and we will obviously have to continue to look to ways to improve it.

Mr. ALPHONZO BELL. It seems to me that this is one of the most vital and immediate things we should do. It has taken too long to adjust this situation.

Dr. TERREL BELL. I surely agree with that, Mr. Bell.

Mr. ALPHONZO BELL. Thank you.

Mrs. CHISHOLM. Mr. Goodling.

Mr. GOODLING. First of all, Madam Chairperson, I would like to defend the gentleman here yesterday, that you don't go snap his fingers. As I understood his comment, he is merely saying that in this day and age there is still a problem with employers and a lot of other people, when you try to tell them that "Yes, we can train, and would do such and such" and I don't think he was saying that he couldn't bring himself to do anything like that. It was the problem he was running into back home in the area with other people. I think this was part of it.

Second, I don't want to leave the impression that educators are basically irresponsible when it comes to compiling data. I do want to point out that the questionnaire has to be such that all people would assume that you are asking the same questions in order to get that type information. Sometimes hurriedly, you do things that are not done as well as they should have been done. Third, for instance, 14 superintendents can sit in a room and try to determine "who are vocational education students" and they can come up with different ideas. In some cases it means more money if you come up with more vocational education students.

Madam Chairperson, I am sorry the chairman is not here because I would like him to hear this. I would like to take my hat off to GAO, if I can get out of here alive by doing that, not because I am sure that their report is totally correct. It probably is not in depthness, et cetera, but simply because educators are just like elected and appointed officials, they are very thin-skinned when it comes to criticism. However, we become better educators and come up with better programs when the PTA criticizes even though we tell them they don't know what they are talking about because they are not educators. We go home and look in the mirror, so I congratulate GAO on that basis. I am sure there will be better programs because of your report.

Let me refer to a couple of pages, not necessarily asking questions, but asking the Commissioner if he would like to respond to the emphasis I put on some of his comments. On page 3 you point out—

> As a cautionary note, it should be mentioned that efforts to expand the work experience component of vocational education suffers less from problems that can be cured by legislation than from a variety of State and local rules regarding teachers, unions, safety and health over which the Federal Government has little control.

I am very appreciative of that statement because people back home and sometimes people down here think we have a magic wand and there are many areas particularly in vocational education where I believe this is true.

Dr. TERREL BELL. I agree with that, too.

Mr. GOODLING. Turning to page 6 of your report, "However, Federal legislation cannot be the sole means to accomplish better State and local planning. Such planning will require considerable effort on behalf of the States to bring together manpower training activities, public and private employers and education agencies, themselves fragmented by level. I do have a question here.

Do you believe one of our greatest problems, perhaps in the area of vocational education, is to come up with better programs if we could find some way to solve the problems you are addressing yourself to in that statement?

Dr. **Terrel Bell**. I really do, Mr. Goodling. I think this fragmentation and this need for better cohesiveness in our planning would do a better job for us. I would also like to say, while I am speaking, that I don't want to sound overly defensive about the GAO and I suspect we have been.

Mr. **Goodling**. Not you, but my fellow colleagues of yesterday.

Dr. **Terrel Bell**. Well, I think that the sum total benefit of their report is going to be of great value to us and particularly as it calls attention to this point right here, if for no other point, one of the strong points I think that they made.

Mr. **Goodling**. On the same page, "approximately 7 percent of the State and local vocational education moneys are spent on special needs students compared with 28.7 percent of Federal funds under part B alone."

I would merely say to the Committee "hats off to you folks before I became a member of the Committee" because had there not been this thrust we would not have served the needs of those deprived and those in more need than many other students if it had not been for your foresight. It is moving in the right direction, it is a long way from being there, but moving in the right direction.

On page 7, a fourth problem raised is the undesirably large proportion of Federal funds going to support State administration costs.

I am concerned about this, whether I use your figures or GAO's figures, because I really think youngsters are denied a lot of benefits many times because we get top heavy and the money does not really get down, as much as it should, down to the youngsters and I think no matter whose figures we use, we can improve upon that. Won't you agree?

Dr. **Terrel Bell**. I surely would agree. We need to constantly be working on that because it does take the money away from the working level.

Mr. **Goodling**. And the States have to be made aware of the fact that they have a responsibility, also?

Dr. **Terrel Bell**. Right. I agree with that, also.

Mr. **Goodling**. On page 8, "our experience shows that over time, States are relying less on Federal funds for administrative costs."

I have seen this has been much improved. I hope GAO is seeing the direction or a trend in that direction, and, if not, I am sure their report will move us in that direction.

Dr. **Terrel Bell**. I believe it will. It has called strong attention to this.

Mr. **Goodling**. One last report, since there is a vote on the House. On page 10, you list items 1, 2, and 3, and I think two areas that I have seen that need much improvement and have been mentioned here are planning and guidance.

I think, as I said yesterday, that we have used excuses that we don't know how much money we are going to get and although it is not necessarily just an excuse, part of it is Congress's fault, it is an excuse not to do the type planning necessary and then it becomes sort of a last-minute shotgun approach.

Dr. TERREL BELL. Yes. I agree with that. I might mention that the Congress has accepted, I believe, the concept of forward funding of many of our formula programs in recognition of this and that is going to be helpful.

Mr. GOODLING. I think whatever we do with the program, we must be thinking seriously about the area of guidance for prevocational students from early in their lives. Then guide the program right through, because I think my experience would indicate there is need for improvement in those areas.

Thank you.

Mrs. CHISHOLM. Thank you. Just before we leave to vote I would like to ask you one question. We have heard from a lot of men who desire to place people in jobs and are willing to provide the training and to provide the equipment, but of course they were turned down because they were not certificated. I was wondering what is the Office of Education doing about some alternative training component? Must the job of vocational training necessarily be done on the premises in spite of the fact there are all kinds of offers being made by people in various fields but who unfortunately do not meet certain standard requirements?

Dr. TERREL BELL. I would indicate that I believe that this new emphasis that we are seeing now in education, at least I am reading it a lot in the literature, on competency based education versus the certificated credentialing is going to do a great deal in that regard. There was a national commission that met in this city last week and I had an opportunity to address them, and they were addressing themselves to this very question that you are raising.

I do think we have some barriers there that are artificial, and that we ought to be working at it. I would say that I think we have a long way to go. But I do see a great interest in the fact that the chief State school officers, for example, are concerned about this, which is another area of concern. I think the more we can get the competency based education, and the more we move away from credentialing, the more we will point in the direction I think you are referring to.

Mrs. CHISHOLM. Thank you, gentlemen. We will recess for about 5 minutes and will return, and will not be much longer because there are just a few more questions.

We stand in recess for a few moments.

[Short recess taken.]

Mr. QUIE. (Presiding) Since I am presiding, I will be left with asking questions.

Let me ask the gentleman from Massachusetts some questions, since you are our resident expert. You indicated that every State director knows the percentage that each school district puts into maintenance, improvement of old programs, and development of new ones. How do you happen to ask those questions?

Dr. **Buzzell.** I am sorry, there is a misunderstanding. While I was State director I could tell you with a considerable degree of accuracy the number or amount of percentage of Federal dollars coming to Massachusetts that were used for maintenance of existing programs, and the percentage that would be used for establishing or expanding into new programs. I would not be able to very easily tell you the amount of State dollars which flowed to the locals, to the LEAs, which were being used for establishment of new programs versus the maintenance of existing programs. So what we are really speaking about are the Federal dollars.

Mr. Quie. Why won't you know about the State's share because at least they had to have some indication they were matching?

Dr. Buzzell. Well, we could assess the number of dollars flowing to LEA's, but once they flowed to the LEA's we could not easily describe what happened to them vis-a-vis the dollars going into maintenance versus State programs.

Mr. Quie. But wasn't anyone in the State legislature interested?

Dr. Buzzell. I suspect the State legislature might have been interested, and probably has asked questions, and could gather data from specific districts. Your own district, for example. I do believe the State department of education could have drawn from the data provided by the local LEA's into the State data bank, could have processed the data to get access to such information.

One of the ways in which it could have been done would be to determine how many new programs were proposed to the State of Massachusetts for approval. Since no program could be initiated in an LEA without approval of the State, there were mechanisms in place for determining that, but those data were not very often called for.

Mr. Quie. I assume that one of the reasons why you knew what the Federal money was being used for was you asked questions on Federal money?

Dr. Buzzell. Correct.

Mr. Quie. And it was because the U.S. Office of Education told you to ask that?

Dr. Buzzell. That is correct.

Mr. Quie. Then how do they define "maintenance" and "improvement" as different from "establishment"?

Dr. Buzzell. Well, if a program had been in existence, it was established.

Mr. Quie. Now, did they put in the definition that went along with these questions, for instance, in 1973 any program that was funded before July 1, 1972, would be called "maintenance"?

Dr. Buzzell. Well for the purpose of that survey, yes.

Mr. Quie. How did they define "improvement"?

Dr. Buzzell. Well, if you took an existing program and added a dimension to that program. Let's take, for example, in the machine shop program, where you added a numeric control machine, a very expensive piece of equipment, which would cause the curriculum to be modified so that those experiences the students were receiving were actually changed, that would be an improvement. If you added on to the building to increase the capacity of the number of learning stations, that would be considered an improvement. If you just purchased a replacement for an existing piece of equipment, or if one of the pieces of equipment that you were using, no long functioned and you purchased an exact duplicate, that would not be an expansion or improvement of a program any more than reordering a set of textbooks to replace used ones would be.

Mr. QUIE. That would be maintenance?

Dr. BUZZELL. That would be maintenance, yes.

Mr. QUIE. How about development then of new programs?

Dr. BUZZELL. That would be an entirely new package for the school district or school system that had never been in existence within that area. For example, the establishment of a totally new machine shop program because of the demand by a new industry for workers trained in that capacity. That would be considered a new program, even though machine shop programs were in existence in other areas, as long as it was new for the student in that geographic area it would be considered new.

Mr. QUIE. Well, let's take auto mechanics. There was an auto mechanics program and you are just replacing the textbooks and any material they had before, that would be maintenance for the program?

Dr. BUZZELL. That would be maintenance, yes.

Mr. QUIE. If you went to a new engine that you had not had before?

Dr. BUZZELL. The engine, for example, would be an addition, would modify the curriculum and classified as an expansion or improvement of an existing program. That is if the funds for that expenditure.

Mr. QUIE. Now, once you had an auto mechanics program, then it would never be called "development" or "establishment", no matter what you did, would that be right?

Dr. BUZZELL. Once it is in place, yes.

Mr. QUIE. Okay, in a machine shop program did you get into an expansion or development or establishment? Did you have a machine shop program going before?

Dr. BUZZELL. Yes.

Mr. QUIE. You get a new type of machine with an improvement?

Dr. BUZZELL. Let's take a new creation in technology, such as numeric control where the machines are run or programed by computer tape. The addition of this segment of instruction to an existing program would be considered improvement or expansion of an existing program, and the dollars allocated specifically to that would be classified as new and expanded or improved as opposed to maintaining the existing program.

Mr. QUIE. You have been using the word "improved". It seems to me there are three categories: maintenance, improvement, or establishment.

Dr. BUZZELL. Fine, I will use those terms. I am sorry. I will use those terms.

In the area of the numeric control, that is an add-on to an existing program, which improves the existing program.

Mr. QUIE. So that would be improvement?

Dr. BUZZELL. Yes.

Mr. QUIE. So that wouldn't be establishment?

Dr. BUZZELL. Yes.

Mr. QUIE. Give me an example of one of those in the machine shop, say.

Dr. BUZZELL. The area in the western part of Massachusetts which had just received, or a new plant had moved in, General Electric, for example, and the opportunities for employment in the new plant required training in the area of the machine shop, then a new machine shop program would be established at the school in the area.

Mr. QUIE. Now I was talking if you had one in place, a machine shop program in place?

Dr. BUZZELL. Okay.

Mr. QUIE. Then there would be no way of calling that an establishment, is that right?

Dr. BUZZELL. That is correct.

Mr. QUIE. In Massachusetts, in 1973, only 2 percent of its money was to maintain and 6 percent of its money, I guess this is all part B, was for improvement, and 55 percent was in development and establishment of new programs. Is this something that was a phenomena of that year or would we see this going on year after year?

Dr. BUZZELL. I think there are a number of factors. One very important factor, which should be considered by you as you examine the data, is that typical behavior in Massachusetts, the Federal dollars, the ten millions of dollars of Federal funds that flow into Massachusetts as "seed money" in Massachusetts. The reason it can be handled that way is because there is a tremendous State support, for vocational education in Massachusetts, to the tune of 50 percent of the total cost of maintaining or operating vocational programs. It is borne by the State, and 50 percent comes also from the local area, so it was quite easy for us in Massachusetts, using the "seed money" concept to go into an area and initiate a new program for 1 year with Federal funds, then withdrawing those.

Well, we picked up 100 percent of the development of that program, for example, what we would call turnkey costs. The Federal dollars at the end of 1 year would be withdrawn but instead of leaving the responsibility totally on the shoulders of the local system we moved in 50 percent of the operating costs from State funds and asked the local system to come up with the other 50 percent. That is a very important factor in understanding how Massachusetts could be at the extreme end of maintenance, improvement, and establishment continually.

Mr. QUIE. Okay. Bill, let's talk about the Iowa and Massachusetts plans, which each laid out a program and identified maintenance, improvement, and establishment. Massachusetts had a very small percentage in the first two categories and a large amount in the development and establishment, in fact provided ancillary service to the amount of 29 percent of the money. You got that plan and then took a look at the Iowa plan, 77 percent in maintenance, 0 in improvement, three-tenths of 1 percent in development and establishment, and used 14 percent in ancillary, now you approved both of those. They are surely far from the mark. I know we gave you authority, pretty broad authority under the act. But how did you decide that both of them were okay?

Dr. Pierce. Our dilemma is to never exceed what we are allowed legally.

Mr. Quie. You are the first person, excuse me, in the Federal Government that figured that way. You are a new breed.

Dr. Pierce. So that, as we looked at those two State plans, one of the things that we had to do was to say: Given the fact that Congress said in the law that you may use the funds to maintain, expand, improve, you may use them for ancillary services, that includes teacher training, research, and a whole bunch of things; given the fact there were no limits put on maintenance; given the fact there were no limits put on administration; given the fact that the requirement was an overall match of 50-50; that what that suggests is that Iowa and Massachusetts have very different problems, and that the Federal funds are responding to those different problems in a different way, but legally and in terms of the legality of the way the Congress said the States can spend that money, that that was legal. That does not say much about what your predilection might be, what our own feeling might be in terms of the way it ought to be spent. But that is kind of like me, or us at the Federal level, in the Office of Education, playing God and deciding that everybody ought to do it the way we thing it ought to be done. So all we could do is look at the plan and ask, "Is it legal? Does it meet the legal requirements?" And, if it does, we have no reason to recommend the Commissioner not approve that plan.

Dr. Terrel Bell. I would like to add, Mr. Quie, I have been trying to say in the Office of Education since I have been there, that I feel we have a very heavy leadership and advocacy responsibility as well as legal responsibilities in managing programs and even if we can't legally persuade Iowa or Massachusetts to do a certain thing, I think we ought to be strongly expressing our views and using all of the persuasive powers we can to try to get them to do those things that we think would provide a good balance of vocational education programs.

When it gets down to it, I guess legally they can tell us, "You have no legal basis for disapproving that plan. This is what the law says, and we are thus and so on it". But I think we can do a great deal in exercising a leadership role in that regard, and I have been arguing we ought to do more of that.

Dr. Pierce. Let me remind you of the precaution that I asked you to bear in mind initially, that is, we are talking about 1 year. We are talking about 1973. That is how we asked them to give it. What you may have found in Iowa, and I don't know this to be true, but it is possible, was that in 1969 or 1970 they spent 74 percent of their funds to establish new programs. Once they got them established, they have continued to maintain them without doing, as Massachusetts did, which was to back the Federal dollar out and require that State and local dollars pick them up.

The program probably changes over a time, as they respond to particular needs. Again, you have to be a little bit cautious as you look at this table, because it doee freeze the time for 1 year, and I am sure you will get an entirely different picture if you looked at it in other years.

Mr. QUIE. That is why I asked the question of Massachusetts, if it was unique to 1973, and I heard the answer it was not.

Dr. PIERCE. For them it was not because they had in that State the opportunity to do certain kinds of things because they had State money.

Let me, if I may, and I hate to keep going back to my own experience, but when I first started working in vocational education in the State of Michigan we had $1.3 million of State funds and the rest of it was Federal and local. So we couldn't do very much with the Federal money. The Federal money really was spent more for maintenance than it really ought to have been in terms of what we wanted it to do. But we had no other way to replace that. We couldn't get the State legislature to come up with additional money until we struck upon saying to the State, "Look, we think that the State has the responsibility to pay the added costs of vocational education programs."

So we went through an elaborate procedure for determining on a program-by-program basis the added additional costs of those programs over traditional or standard academic programs. On that basis we were able to tell the State, "OK, that makes sense now." The State already said, "We are putting in money for those programs." We were able to say, "Yes, but that program in machine shop costs $34 a student more on an annual basis than the average academic program."

On that basis, we were able to get the Michigan Legislature to come up with $18 million now of State money, as compared to $1.4 million or $0.3 million we had when I first started working in the program. That then released $18 million of Federal funds that had been used for maintenance of ongoing programs that can now be used in an entirely different way in meeting other kinds of needs, such as construction, purchase of equipment, or whatever, and can be used, therefore, in the establishment of more new programs and in improving additional or some ongoing programs.

That is the kind of thing that happens that allows you to make different kinds of decisions at the State level once you get a different kind of condition, a different kind of environment in which you can operate at the State level.

Mr. QUIE. You are not checking at all with any push from the U.S. Office of Education of whether a State spends 2 percent on maintenance or 77 percent on maintenance?

Dr. PIERCE. We have not, no.

Mr. QUIE. Whether a State pays for the State administration with 100 percent Federal dollars of one-tenth of 1 percent Federal dollars, such as in Nebraska, if it is an accurate figure on that?

Dr. PIERCE. No. When we see changes like that, we question "why", but if, in the final analysis, it is matched at least 50 to 50, as the law requires we approve it. If you recall in the 1963 act there was a purpose by purpose match and in 1968 it was taken off and there was just one match. Since matching is no longer required purpose by purpose; the only thing we can say is, "So long as you have State and Federal moneys that equal 50 to 50 overall, that is all the law requires."

Obviously, we have had national conferences on disadvantaged and handicapped, and we try to improve the program in all kinds of ways, but in the final analysis that is coercion, that is pleading, that is prodding, but it does not give us any legal basis for disapproving a State plan if somebody does not want to spend more than the 15 percent setaside. Even if they don't go beyond that and we think they ought to, that does not still give us any legal basis to forcing them to go beyond 15 percent.

Mr. Quie. It says in the law the State may set up a long-range plan which describes the present and projected educational needs of the State in terms of the purposes of the title. Then it comes through on the annual program plan. It says, "The annual program plan has to be in conformity with the long-range plan", and so forth. And, "To what extent such programs and services and activities will carry out the programs set forth in a long-range program plan." Then under "Purposes of the Act," to take into consideration vocational educational programs for high school students designed to prepare them for advanced or highly skilled" and so on.

Now, I am to understand then, in 1973, you checked Iowa's plan, checked it against the long-range plan, checked it against the purpose of the setout and they were meeting all of the purposes, and you said, "OK, you are doing that fine, go ahead and put 77 percent of the money into the maintenance of ongoing programs." That is hard to believe. It may be.

Dr. Pierce. They were meeting, if you recall, and you read it, it says, "Consideration must be given to" and they show how they have given consideration. They show, "If we were to get certain numbers of funds we will do thus and so". We do say that every annual plan meets those requirements, but that does not say that any particular State, would be in any way in violation or in any way give us a reason for legitimately turning down that plan, or that they can't be in conformity with the law and still have a 77-percent maintenance. One of the things that bothered us about the concerns of GAO was that they seemed to put weights on those four factors. We never heard from Congress those were weighted. The law says a State must take into consideration those things. But there were never any weights established.

Therefore, when we looked at that, we said:

> Yes, if you want to go back in retrospect and say that certain States put more weight on one of those factors than another, that is true, but there was never any direction to the States or to us from Congress, or from us to the States saying, "You must put weights on those particular factors."

So you end up being able to find an annual State plan that does indeed meet legal requirements of the law and is indeed consistent with the State's long-range plan and still provides 77 percent for maintenance.

Now one of the things I would like to respond to, if I may, is the criticism that we never turned down a State plan. Every State plan that I ever submitted as a State director and every State plan I think ever submitted has been sent back to the State because it did not do exactly the things we have been talking about. The plan did not comply with the law or regulations, or didn't make those matches.

Therefore, it was sent back with things that had to be corrected. It might be sent back three or four times from the regional office or from the central office for correction by the State. Ultimately it was approved.

Certainly we never turn one down after all of the necessary corrections have been made which makes the plan legal and makes those tates conform with the law and with the rules and regulations. Any problem areas were changed before it was finally submitted. Therefore, plans are not approved, as was suggested, without being looked at.

But as I understand the thrust of your question, it is that we should have been more proscriptive than we were about the way the State spends its money. As we understood the law and intent of Congress at the time the law was written, there was to be a great deal of flexibility in the law to allow States to continue within that broad framework to operate in ways that meet their own needs. That is what we have been trying to accomplish.

Mr. QUIE. If that was the case, I can't understand why we would ever write a new law in 1968 if we were satisfied. I guess in Arkansas in 1973 they had the highest figure in maintenance, 89 percent maintenance in point B. I don't know why we prescribed all of those provisions, it hardly looked to me like a maintenance effort.

I felt yesterday, and when I talked to people at the GAO that they left out maintenance entirely. I said they did not even look at Arkansas; if they thought it was pretty bad with the other two, they ought to look at Arkansas—89 percent of the money for maintaining all programs. If that was satisfactory, you might as well chuck the law and save their efforts in 1968.

Dr. PIERCE. Remember in 1973, and we are talking about 1973 now, and remember you can still have maintenance, as was described and as it was defined in this study, you can still have a program where no new changes were made, where no new concepts were introduced, but which still saw to it that 15 percent of the programs were for the disadvantaged and 10 percent were for the handicapped, and 15 percent were for postsecondary. You can still have the maintenance of those programs and meet the requirement of the law and still not in that particular year have initiated very many new programs, but you still are meeting the requirements because you have your 15 percent of funds for postsecondary that are maintenance, they are on-going programs, and there is no need to change them.

They are there and they are probably there since 1968. They probably were not there before 1968. Therefore, they have met the intent of Congress to move that State from where it was before to where it is now.

But it is still maintenance. It is now being used to maintain that level of activity.

Dr. TERREL BELL. Well, the final answer to the question is how much did Arkansas spend in this year out of State and local money for the other purposes you are looking at, and wondering why they didn't spend it there.

Mr. QUIE. We have certain things you want to achieve from the Federal law. We passed the law in 1968, and if it is to maintain all programs, either they were as good as we wanted already before the 1968 act, so they are so blamed good they could go maintaining what they were doing, which I rather doubt, or else, as you suggest, they may have approached it mighty fast and all they had to do was maintain it in 1973.

Did you ask these questions for 1972 or 1971?

Dr. Terrel Bell. No.

Mr. Quie. How in the world did you know?

Dr. Pierce. We didn't.

Mr. Quie. You mean you don't care?

Dr. Pierce. Yes, we do care.

Mr. Quie. If you care, why didn't you ask the questions?

If I have an interest in vocational education, I want to see what happened after the act amendments were passed in 1968, so I ask questions to find out about it. We are finding out you are just asking these questions now. You looked at the plans, and I know you looked at the initial ones after the 1968 act, because some of these States came to me asking for help to get their plans approved because OE was applying pressure. I know you looked at them then, but I have not seen any indication since that time you have really bore down on them. You have not asked those questions at all. So here we are now, you or somebody brings it to our attention that this kind of variation exists.

Dr. Pierce. Let me do two things. I am not trying to defend us except to say, as I indicated earlier, two things. One that we can't ask questions, we can't gather information that OMB will not approve. We can't do that. So we can't go out and get a lot of the information we have been seeking, we just simply cannot unilaterally collect that information. That is No. 1.

No. 2—and this goes back to my response to the question the chairman asked earlier—is that I do not agree that the existing legislation should not be improved upon. That is why, in our new proposal, we are suggesting that the Federal funds ought not to be used only for the support, but they ought to be used to a greater extent on the cutting edge: to make those kinds of changes that I sense you desire. The 1968 law brought about changes you wanted made in 1968, but it is 5 years later and people have arrived at a particular point, they are meeting the requirements, there are no new dollars coming in, flowing in to them to allow them to continue to build new programs, and so they have arrived now at a point where it has become a fairly static program apparently in some of the States in terms of financial growth.

I think the act did accomplish what was then needed. But, as I said, I don't agree that it does not need to be changed because I think we are discussing some of the reasons for change.

Dr. Terrel Bell. There has been a tremendous amount of improvement in vocational education since 1968, and I think largely attributable to this act. I would like to emphasize, Mr. Quie, that the other part that we are not looking at is the State and local, of course. You are saying to us, "We ought to be doing that more aggressively than we are", and I agree with that.

Mr. Quie. That is all the questions for the moment.

Mrs. CHISHOLM. Thank you, Mr. Quie.

It would seem to me, that your responsibility is to implement the legislation in keeping with the intent of said legislation. Our responsibility is to make sure that whatever it is we have in mind is being carried out, and if indeed it is not so, we have to amend our restructure or change the legislation.

Now the GAO report did indicate that the States were primarily distributing the funds on the basis of pupil enrollment or giving existing vocational programs the highest priority, or even in some case just making sure that the different vocational schools got a little bit of the money, so that everybody gets a piece of the action.

I am wondering if the Office of Education would support amendments that would target the needs of vocational education institutions, instead of funding the act simply on the basis of the manner in which funds have traditionally been expended? Don't you think it might be better to target the funds, whatever funds we do have, on the basis of need, because the funds evidently are not always going on to the areas which really need the funds?

I would just like your reaction to that.

Dr. TERREL BELL. I would say, first of all, I think as you look at the problem on the State level, and as you look at the responsibilities that a chief State school officer has and a State director of vocational education has, he has two pieces of legislation to administer. He has the State laws, and he has the Federal laws. To the extent that you target in a certain area, as you deal with 50 different State school systems, you may target for one State, and it would be highly beneficial for them, and you may target in another State on something that is precisely the same thing that the State legislature has targeted on.

So the problem with this is to allow the funds and the State laws and the Federal laws to be made compatible. One of the complaints that was in the Federal vocational legislation, and I can remember it as a former chief State school officer, before this act came to its present status, was this very thing, that you couldn't adjust it according to certain ideosyncrasies. That is one State versus another.

So I would like to see certain national priorities expressed and emphasized that reflect needs that are quite pervasive nationwide. I would like to see that done in a way that would be responsive to those problems that relate to employment problems and so on, and do that in a way where we could be aware of coming into conflict with the expressed mandates of State legislatures in that regard.

Now, if I am not responding completely, please query back and I will try to be more specific.

Mrs. CHISHOLM. I have one other question. In view of the relatively small percentage of funds under the vocational act for the handicapped in particular, and because of indications in the report that perhaps there are certain reasons why you could not get the real support for certain kinds of programs, do you think it might help if the GAO's recommendation that a 50–50 percentage rate should be established to ensure a commitment by State and cities to these constituencies. There is no commitment really right now. Perhaps if we set criteria the States would have a little more responsibility. Do you think this might help?

Dr. Terrel Bell. This might be helpful.

One of the things that is related to that, a study we made with our Bureau of Education for the Handicapped indicates there are still 3 million students not being served. I would say this is an example of one of those great almost nationwide needs, but that notwithstanding we will find some States that are targeting a lot of money on handicapped children.

If we could write our legislation in such a way so we could take cognizance of that and still have this catalytic encouragement capacity, building up the many, many States that are not doing the job, then I think we would be doing what we should.

I should emphasize, and I guess it is well understood, that the 15-percent requirement is a floor and not a ceiling. Maybe that floor ought to be higher, or maybe there ought to be a different emphasis altogether from that. But it presents this committee with a tremendous problem as you deal with 50 separate State systems of education, and giving cognizance to the fact the great bulk of the money is appropriated at the State and local levels.

I would like to emphasize again, based upon my experience and almost all of my adult lifetime in education, that this committee has had a profound effect upon vocational education, and particularly has it been so over the last 5 years, notwithstanding the fact that I think we have pointed out and GAO has pointed out some flaws and problems, and I think there are some places where we need to shape up also.

Dr. Pierce. May I add one thing in terms of the legislative proposal that we hope to put forward. We would suggest in order to really get the Federal funds targeted on the needs areas, that there are some needs that should be described, as the Commissioner indicated, and that we could do that on an annual basis by looking at what is happening and really doing what Mr. Quie is worrying about, that is, for us to really take a look at what is happening across the Nation and every year make people aware of and cognizant of the fact that this is an area of total need, and we can put that and describe that and publish that, and ask the States to be responsive to it.

In addition to that, we would suggest that Federal funds that were used for innovation or incentive grants could be used only for three years and then they had to go, after that third year into the basic program where they would then have to be supported at least at a 50 percent level with local and State moneys. In my opinion, that proposal might well save and preserve many of the very good things that have happened under the 1968 act, but would also allow us to begin to move further, or move the Federal funds in a way that they are fully out on that cutting edge, and really bring about the change at the local level I think the committee is concerned about.

Mrs. Chisholm. Mr. Quie.

Mr. Quie. You are talking about the programs in the other, part E; none of the money, though, in part B can be used unless it is 50–50; am I correct?

Dr. Pierce. I was really addressing myself to new legislation, Mr. Quie, not to our proposal.

Mr. QUIE. Yes. What effort have you made to look at one State against another in meeting the needs that we say they have to give consideration to here within the act?

Dr. PIERCE. In looking at one—I don't quite understand your question.

Mr. QUIE. Let's take Massachusetts and Iowa for example, since I was talking about them. You go through here with various considerations. Section 123(A)(6), that has four subsections. Due consideration to results of periodic evaluation of State and local education programs, and so on, through those four subsections.

To what extent do you compare one State against the other? How good they do?

Dr. PIERCE. How good they do in responding to any one of those or all four of those?

Mr. QUIE. All four. There are many other provisions in that section as well. But, as an example, just those four.

Dr. PIERCE. There are just a vast variety of ways that you can respond to those. The States have set up different formulas, and some of them are very sophisticated, and they use computers and others are fairly simple. We have looked at all of those. We have shared with State directors every year. We have an annual meeting with the State directors to talk about this particular issue, and how you make your allocations on that basis, which shows them what one State is doing in comparison to others. In our plan guide, we have examples of what we think are some kinds of good ways of approaching the problem, but we have not said that there is one way, or there is one better way, that what works for Massachusetts would work for Iowa.

What we have suggested to Iowa is, "You ought to take a look at some of these things going on and see if, in your State, it makes more sense than the approach that you took when you looked at your problems in your State." That is, initially.

I think States have made changes and changed their formula and made it more sophisticated. Yet we look at a State, and Dr. Buzzell was telling me about their visit to Arizona, and you look at the procedure they use, and it appears on the surface at least that maybe some of those criteria cancel each other out.

Those are issues that we have to worry about, and have to look at, and have to try to get them to show us how it works, and whether it does work, and if it works for them, and is within the intent of the statute which was to show how they would take into consideration those four factors, then that is about all we can do. We cannot mandate a particular approach to how the State addresses itself to that issue.

Mr. QUIE. I understand that in California they don't take those four criteria into consideration at all. They just divide it up according to enrollment, is that correct?

Dr. PIERCE. They make their initial cut between secondary and postsecondary on the basis of enrollment. They may have, or they look at the dollars that go to the local school districts the same way that Congress looked at the Commissioner's discretionary money, as an entitlement, so that the money is going to go to that district, and the district for planning purposes knows that it is entitled to this much money. The district then is required to show how in spending those funds they have taken into consideration those four factors.

That is the way it was explained to us as of the visit that we made recently, which both the gentlemen with you were on. Questions were raised as to whether it was right, whether you could do that. We have since checked with legal counsel and on the basis of what they tell us, that approaching that approach in terms of the way the language of the law is written, they looked at it 6 years ago or when the law was first written, and they look at it again, and they said that that approach, initial split on the basis of enrollment and then applying the criteria, is indeed legal.

Mr. QUIE. As I read the subsection that comes after those four that were mentioned, funds made available under this title will not be allocated to local educational agencies in a manner such as matching of local expenditures as a percentage of ratio uniform throughout the State which fails to take into consideration the criteria set forth in paragraphs A, B, C, and D.

Now what you are saying is they made the allocation on enrollment and then after the fact took a look at these considerations. What it boils down—to the money is still allocated on enrollment without taking this into consideration. This seems contrary to the lawyer's thought, although I am a farmer, not an attorney. An attorney in trying to interpret this gives them as wide an understanding as possible.

Dr. BUZZELL. When the State received this allocation, the total amount of money, they felt they had to make a judgment between secondary and postsecondary sectors. This judgment they made by looking at enrollment and saying: "We are going to split our allocations into two parts based on enrollment but before any dollars flow."

The four criteria you previously mentioned were programed in against those large, or that split, so that no dollars flowed to LEA without due consideration for all four of the criteria.

Our attorney's this morning, and with conversation with California all day yesterday and late last night, agree that their interpretation of the existing statute, that very section you just read, allowed them to do that.

Mr. QUIE. Can we ask two other attorneys, Mr. Jennings and Mr. Radcliffe, to see if they come to the same interpretation.

Mr. COOKE. If I might add one comment on that, Mr. Quie. I think, when we say that our lawyers declared this to meet the criteria of the statute, it is a little early to say that. I don't think we have reached the determination within the Department by the General Counsel of the Department, which is what will be required for us to be able to say that that is a legal position of the Department. That stage has not been reached yet.

I would say that what Dr. Buzzell and Dr. Pierce are saying is that the preliminary investigations are that the California allocation is legal. I am saying, however, that is not a final determination, nor has this issue really been fully discussed within the Department.

Mr. QUIE. How long has it been going on?

Mr. COOKE. That I don't know. But this is the first evidence I had of it.

Mr. Quie. Then we go back to 123(A)(5) on the annual program plan, which says one of the things they have to indicate is that consideration was given to the findings and recommendations of the State advisory council. I understand the State advisory council did not agree with the way they were making allocations out in California.

If you review the plans real well, and they have to indicate they have given consideration, does the State advisory council's disagreement get up to you so you can take a look?

Dr. Pierce. Yes.

Mr. Quie. That is what I wondered.

Dr. Pierce. Well, every State advisory council's report comes to us, and we look at them in terms of a number of things, but not only do we look at their recommendations to the State board, but we also look at the State's response to their recommendations the previous year to see if the States have indeed been taking into consideration the recommendations the advisory council makes.

There is nationally a high percentage of response by the States to the recommendations of the State advisory councils. But simply because the State advisory council might raise the issue does not mean we didn't then check it out and find that on the basis of the advice we get that that is indeed a legitimate position.

We have right now a request from one State advisory council to go into that State and do a total assessment of the way the State is conducting its business. We are going to go into that State in response to that request and review the situation for appropriate action.

That does not mean the State is guilty, and it does not mean when we get all through there won't be, or that there will be anything that we can say back to you that we had to make a change, or that State had to make a change by virtue of that concern expressed by the very State advisory council.

Mr. Quie. I think we should have a rundown on one State with a review that you do with a State plan to see whether or not it will be approved and it meets each criteria of the act.

Dr. Pierce. I don't think that would be a big job at all. It would require some time, but we would simply bring in our regional people who make the first review and let them go through with you the State plan review guidelines that they all follow, and the way they go about reviewing a State plan, what kind of questions they raise, and share with you some of the written questions or verbal questions in some cases that they raise back to the State. How that is sent here, checked and verified here, that shouldn't take long.

Maybe 1 hour or 2 hours of your time, and we would be happy to do it for you.

Mr. Quie. Yes, because I think you need to know what the regional people do, because they are the ones that have the first cut at that State plan.

Mr. Quie. That will be an expenditure of money?

Dr. Pierce. Yes, just to bring one or two people in.

Mr. Quie. Would OMB have to approve it before you can do it?

Dr. PIERCE. No, I don't think so. I think we can have someone come in and I will see they get here.

Dr. TERREL BELL. We could fly the Congressman out there.

Mr. RADCLIFFE. One other thing that needs to be said about California's distribution plan: not only is it on a per capita basis, if I understand what a per capita basis is, but 80 percent of it is on total school enrollment, and only 20 percent on vocational school enrollments, with a minimum of $6,000 per school district. It is one of the weirdest formulas I have encountered for distributing vocational funds.

And I can't, as one of the two or three or four lawyers who worked on the 1968 amendments who is still around here, I can't for the life of me see how it complies with the act. In fact, it is flatly contradictory to the requirements of the act, in my judgment.

Dr. TERREL BELL. You see, they swear to us they have complied as they file their reports, and they "hereby certify" on the forms that our lawyers are prepared that they have complied with all of these aspects. You can say it is pro forma, but it has to mean something to put that signature down there. And most conscientious education administrators pay attention to that and say, What are these?, and make sure before they put their signature down on that.

Mr. RADCLIFFE. They may also be receiving some extremely poor legal advice, and it is incumbent upon those who administer the act to look behind those declarations.

Dr. PIERCE. We talked about this, Mr. Radcliffe, this morning, and we, Dr. Buzzell and I are going to get together. As a matter of fact, I am meeting with the regional directors on Friday, and we are going to find out how many States are, or how many State plans and how many of the initial allocations are made on the same basis, and we will find out the magnitude of the problem. Then we will indeed ask for a written opinion of the lawyers. Mr. Cooke is exactly right; we do not have a written opinion as yet.

But in discussing it with the lawyer, and presenting him with a kind of verbal overview of the case, we went through it and he said, "I don't see anything to change our opinion of 5 years ago, or 6 years ago." But we are not going to walk away from this and ignore it, or try to sweep it under the rug. We will come back to you with what we find about this.

If it is indeed, shown to be legal, but it is not what you want to be happening, we then need to talk about it interms of the new legislation and how you want to write that and how you want us to administer it.

Mr. QUIE. To what extent do you go out and make reviews of programs and spotlight some of the problems you see and bring it to the attention of the committee? The GAO may cause a lot of people embarrassment, but at least they drew attention to some things that are problems. You can't say it wasn't thorough enough, or didn't have well enough qualified people, but there are some problems that have arisen underneath and they kind of pinpointed it.

We have held a few field hearings, such as in the State of Washington, and everybody was astounded, especially the Congressmen from Washington on the percent of State fundings going into State administration. He had just finished giving the Minnesota Director of Vocational Education a hard time, and I was kind of embarrassed by some of the things in Minnesota too. Now, some of the staff people went out to California. To what extent are you going behind the reports?

I recall the report that came in on the CCC Camps, I happened to go back and look at it once, and one of the things that came out of it was that the best thing they were able to do was to give reports that made the programs look good. I mean they were really capable of that. That came out of the final study.

So the Congress and everybody tried to protect their programs that way. When you are in a position of being an administrator, how do you go behind that and find out what they are actually doing?

Dr. PIERCE. I think the best vehicle we have, and we can't do enough of this, we simply do not have resources to do enough of it, but the best vehicle we found is what we call a TAP (Technical Assistance Program) visit. We have a five-member team that goes, usually three people from our office and one or two from the regional office, and they go out and do a program management evaluation. We were able to do, over the last 2 years, 14 of those.

That is a time-consuming process. We have to get a lot of information from the State before we go so we know what we are looking for. We have to provide them with a sense of what we are coming in to look at. You get a week out in the field and have to write up a report.

We would be happy to share with the committee those reports. I hope they are not designed to show everybody how well they are doing. I don't think they are. As a matter of fact, most of the places we have gone, the State Directors have been very complimentary to the team in saying, Hey, you pointed out some things we needed to know. You pointed out some issues and problems. And then we go back and ask our regional people to go back 6 months later and tell us what changes are implemented by virtue of recommendations of that team.

But that is 14 States over the last 2 years. But that is about all we can afford to do with the resources we have. But there is that mechanism. We can do that.

Mr. QUIE. Is there any way of getting that up to the Hill?

Dr. PIERCE. Certainly we can show you a few of the reports. [Information in Subcommittee files.]

Mr. QUIE. All right.

Let me ask you, and I know time is running out, but let me ask you about the fact the State did not set aside the percentage they are required to under the law, both the 15 percent and 10 percent set-aside. I can understand in 1 year why they said they planned to do do it and you found out in the audit that they didn't do it. In the 2nd year with some, the same thing was true. What do you do besides saying they are naughty and ought to change?

Dr. PIERCE. That is an issue which I think we, or I hope, for once and for all, we can clarify and we can all understand the basis from which we are working. GAO says that it was the intent of Congress, in their opinion, that every dollar, or from every dollar that was spent in a year, that 15 percent of that dollar would be set aside for the disadvantaged and 10 percent for the handicapped.

Our contention, and our understanding of the intent of Congress, is that 15 percent of a fiscal year's appropriation should be setaside. Again, in the Tyding's amendment, States can carry over funds the next year. The assumption is, you say, OK, I understand that then in the 2nd year I ought to be able to pick up and I ought to be able to see that in the 2nd year you have 15 percent of the funds that are being spent on the setaside.

The only way to accomplish this on an annual basis is to track the appropriation in a State over a 2-year period and then track the next appropriation in the State over another 2-year period. That is the way we have interpreted the act. That is what we thought Congress meant. On that basis, not 21 or 14 States violated it, but on that basis nine States—yes, nine States, over a 3-year period, did not violate, but failed to spend 15 percent for disadvantaged persons, and over a 3-year period 16 States failed to spend 10 percent for handicapped persons. Each time they returned the funds to the Treasury that they could not spend which prevented them from operating illegally.

In each case they turned the money back to the Treasury, and in one-half of those cases it was less than $5,000. In every case when that happened we went to the regional office and said, "find out what the problem is. Go in and help that State to solve the problem so they can spend the money."

Only in one case did any State turn money back each year over a 3-year period. That State turned quite a lot back in the first 2 years, and then the last year it was something like $400. So it is obvious to us that State is now beginning to solve its problems in the handicapped area.

But we contend, Mr. Quie, that the problem is not nearly as big as it appears, and that there are very few States, 18 overall, and again that is over a 3-year period, and we have that analysis of the material we gave you, as a point by point analysis, and that in every case we have gone back to that State to find out what the issue is, what the problem is, and in almost every case they corrected it the very next year.

That is a different kind of a picture than if you look at it on the basis of every year whatever amount you spend you have to spend 15 percent of it and 10 percent of it. I think the thing you have to worry about, if you are worrying about long-range planning, particularly in the area of disadvantaged and handicapped, when you are gearing up programs, you can't necessarily spend that money wisely in a particular year. It has to be carried over so that you can spend it well and meet the needs of the people.

Mr. QUIE. What are the problems of the States that were in compliance, say, the first 2 years and then fell out of compliance? What happened to their programs?

Dr. PIERCE. A number of things can happen. They had a particular change. For example, in one State, there was a law passed that said—well, the effect of it was that if you put Federal money into this facility which was partially State supported they would reduce the

State money. They were planning to use quite a lot of their money in that way, and when that change was made they had to then reprogram and by virtue of having to reprogram they could not spend all of that money wisely and they turned part of it back.

There are a variety of reasons why it happens on a 1-year basis, but typically they correct such problems.

Mr. Quie. There is no requirement in the two set-asides so that it cannot be used to maintain old programs is there?

They can use the set-aside money to maintain old programs, as well as for innovative programs or expansion, can't they?

Dr. Pierce. Yes. Yes, they can.

Mr. Quie. Is it a correct assumption then that they are not spending even in the case of the handicapped 10 percent of the Federal money for vocational education for the handicapped in the States that do not meet the 10 percent in any 1 year?

Dr. Pierce. Is it the right assumption that they are not what?

Mr. Quie. That they are not even spending an amount that totals 10 percent of the Federal money they are receiving in part B?

Dr. Pierce. In every case, except for the ones I described, they are.

Mr. Quie. I mean they can use the Federal money to maintain old programs if they were operating at all?

Dr. Pierce. But maintaining an old program may mean they are running for a second year a program that was designed for handicapped youngsters and was designed a year ago, and they are putting that amount of money or some amount of money into that program to support staff and some additional services to those handicapped people. Perhaps if they are dealing with the deaf, they might have an interpreter and that would be maintenance of that program, that particular program, and the cost of that program would be used to add up how much they are spending in those types of programs. In every case, except for the ones I gave you an example of, they would spend at least 15 percent of their funds in that kind of activity.

Mr. Quie. Let's say in 1968, in the beginning of the program, they had at least some vocational education programs for the handicapped. Let's say further that none of it was funded from the Federal Vocational Education Act. Since it was all local money, therefore, they couldn't use that money on the set-aside to supplant, is that correct?

Dr. Pierce. That is right.

Mr. Quie. But once they got started with it and they missed by a little bit the first year, except in the rare instances you have used, it seems to me they can use the money for maintaining the program that started the year before or the year before that, I don't know how they ever fell behind?

Dr. Pierce. They go back and pick that up.

Mr. Quie. No. Once you get started, let's say you have 10 percent set-aside and they actually only put 9 percent of the money into it. They miss it by 1 percent. The next year they don't have to worry about starting anything new for the first 9 percent, that goes into the old program. All they need is find another 1 percent of the money to go for new programs, and I could see why they might have difficulty the first year, but I don't see how they have difficulty after that?

Dr. PIERCE. What you are saying is if you drop out a program you go back and add some more to something that is on-going?

Mr. QUIE. Yes.

Dr. PIERCE. If I understand what you are saying. Well, if an auditor were to come in and it was shown that was done very late in the year and for some reason, without any application having been made to the State for additional and individual aid, they just suddenly got this money, there would be, or they would be subject to an audit exception, and the State is not going to allow that.

Mr. QUIE. I don't mean that. I mean when they are planning for the next year.

Dr. PIERCE. Yes, but what I was trying to point out, the reason they don't make it in a particular year is because something unforeseen happens and it is not something, well, it usually happens so late that there is just no way you can gear up quickly enough to do a good job of spending that money and still be legal. So that they would prefer to turn that money back to us in 1 year, and as I said in 9 of the 18 cases over three years it was less than $5,000 anyway.

They prefer to turn that back rather than take a chance of being subject to an auditing and next year come in and program in such a way they take care of whatever it was that was unique and took place in this given year.

Mr. QUIE. It seems to me like there is a tremendous lack of interest in problems of vocational education for the handicapped in a State when 10 percent of the Federal money is difficult to spend. Saying that, I can't imagine how it is difficult to spend when you look at total needs of handicapped in the States. They must be way and far away from ever meeting them. I would think most of them would err by going to 12 or 15 percent rather than 10 percent because they are afraid of not being able to use all of the moneys?

Dr. PIERCE. I think if you look at the data, you see that many of them are exceeding the 10.

Mr. QUIE. Many of them are, right.

Dr. PIERCE. So you are making an exception to the rule, kind of, when you talk about this, and you, therefore, say they are not interested in the handicapped because of this, because for some reason these States didn't do that. I don't think that is quite a fair assessment of what is going on out there.

Now, you are quite right that the first year is difficult. It is difficult to gear up. Another thing I think is operating that it is very difficult for people to understand if you don't live out there in that world and work in that world, and that is the lateness of the funding, the lateness, the time in which the State gets the money and the time when the local community gets the money, because many local communities have been burned so many times with Federal funds that they simply won't spend a nickel "betting on the come". That has to be in the bank or they are not going to spend it.

We then finally get the money out very, very late. And the local community says, "Hey, I have my contracts, everything is in place. I can't take on anything this year."

So you say, "Okay, you have to wait. We will exercise the Tyding's amendment. We will come through next year."

I think that is a factor that, if we ever get into forward funding, you are going to see a lot of these things resolved very quickly, because States can then plan, and they will know a year in advance what they are going to get, and their local communities will know a year in advance what they are going to get.

Mr. QUIE. I find it interesting, and I don't have the figures in front of me, but as I recall seeing the figures of the efforts the States were making in using their funds for the handicapped, that Massachusetts ranked on top of that. That is what I recall.

Dr. PIERCE. That is why we have Dr. Buzzell.

Mr. QUIE. Then we come back to what I was talking about before—compare Massachusetts with Iowa. I find it hard to believe the Massachusetts figure would be accurate, but Dr. Buzzell says they are absolutely accurate. Here is one State that is way beyond for the handicapped.

Dr. PIERCE. What?

Mr. QUIE. Way beyond the 10 percent set aside for the handicapped. If I recall correctly, it is something close to 50 percent of the money that was used for the handicapped in part B. I don't have the figure and it is only a recollection.

Dr. PIERCE. For Massachusetts?

Mr. QUIE. I want to check on the 55 percent you had here because it kind of fits together a little bit. What makes Massachusetts do that, when you haven't been able to convince the other States to follow along?

Dr. PIERCE. Just a whole host of things; the kind of leadership you get at the State level, the kind of commitment you have for the program from the State legislature, whether or not there are local funds available you can use to support the on-going programs, and use local and State money for the basic program, and use your Federal funds for those things where you really need to be using them, whether you have no support at the State level and, therefore, the Federal funds just simply have to maintain that basic program.

It is just a whole host of different reasons, and I don't think you can characterize them, Mr. Quie, as any one thing, but I think certainly leadership, and there have been a lot of studies as to what makes a good program in education. Oftentimes, the single thing that seems to come out that is different is the personality or the kind of leadership that is being provided to that program.

I don't think you can negate the effect of that kind of leadership. I am not saying that because Dr. Buzzell is sitting here next to me necessarily, but that has to have a big impact on the way the program is developed.

Mr. QUIE. And all of the handicapped in those States have to wait until some leader arrives?

Dr. PIERCE. There is another thing in terms of the handicapped. I don't know if this is true in Massachusetts, but in some States the special education program department and the rehabilitation department and vocational education department are under the same State board of education, and it makes it easier for those people to get together and coordinate programs and really gear up a lot of good programs, and in other States rehabilitation is under labor or somebody else, and special education is under somebody else, and suddenly you have an administrative structure that makes it very difficult to get those people together to provide the kind of programing that is needed. That is another thing that enters into it, just the structure of the State, and in some places it is simple and easy to do and accommodates itself to working with people, and in other States it is hard to do.

Mr. QUIE. I see I have to go and vote. There is no other member here, and I would be operating illegally if two members are not here to conduct the hearing so I will end by thanking you for your testimony. I will try to find time to go over the approval of a State plan with you

Dr. PIERCE. Thank you.

[Whereupon, at 4:50 p.m., the subcommittee recessed.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, FEBRUARY 25, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 1 p.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Chisholm, Lehman, Zeferetti, Quie, Pressler, and Goodling.

Staff present: John Jennings, counsel of the subcommittee, Charles Radcliffe, minority counsel.

Chairman Perkins. I regret I am late, but let me first observe we just got through a rollcall that started about 10 o'clock. We will certainly hear all of the witnesses. None of you will go back home without being heard.

Our first witness is Dr. Robert Kamm, president of Oklahoma State University, accompanied by Dr. Russell Larson, provost, Pennsylvania State University.

Come around and we will hear from you first, Dr. Kamm, and then we will get to Dr. Larson.

STATEMENT OF ROBERT KAMM, PRESIDENT, OKLAHOMA STATE UNIVERSITY, ACCOMPANIED BY RUSSELL E. LARSON, PROVOST, PENNSYLVANIA STATE UNIVERSITY; AND WAYNE W. MILLER, DIRECTOR, OKLAHOMA STATE TECH, OKLAHOMA STATE UNIVERSITY SCHOOL OF TECHNICAL TRAINING, AND VICE PRESIDENT OF OKLAHOMA STATE UNIVERSITY

Dr. Kamm. Mr. Chairman, members of the committee, first of all, we thank you very much for this opportunity to appear here today. Even more importantly, we express our appreciation for the great interest and support of the members of this subcommittee and of this committee insofar as education is concerned.

As has already been indicated, joining me here today is my colleague, Dr. Russell Larson, provost of the Pennsylvania State University, and I also have with me Wayne W. Miller, one of my colleagues at the Oklahoma State University, vice president of Oklahoma State University and director of Oklahoma State Tech, one of our institution's schools of technical training.

Before going into my remarks here today about vocational education, let me first of all acknowledge that which is most unique about American education and that is simply the term "accessibility." As compared with the educational systems of other nations, because of free public education and because of low-tuition higher education, we have accessibility to the boys and girls, the men and women, of our Nation, accessibility of education. Regardless of whether they are rich or poor, they have the opportunity to go to school. Really, as much as anything, this is what has made our Nation great. This is what has permitted us in times of crisis to rally and to take care of the needs of our Nation at a particular time.

So we do want to acknowledge that. We want to acknowledge and express appreciation for the support of this Congress and many people of this land.

I come here today specifically in behalf of the membership of my association, the National Association of State Universities and Land-Grant Colleges, to speak significantly of the significant job which has been done, to speak of that which continues to be done in the field of vocational education, and hopefully those things which might be done more extensively and better in the future.

Although my remarks may represent the views of colleges and universities generally, and I want them to represent colleges and universities generally, I will be more specific and talk about vocational education in our State universities and land-grant colleges, in particular.

Incidentally, it is the membership of the National Association of State Universities and Land-Grant Colleges which produces nearly 50 percent of all of the college and university graduates these days, these 130-some institutions which make up the great National Association of State Universities and Land-Grant Colleges.

Before elaborating upon the recommendations we offer you as you undertake the reauthorization and possible amendment of the Vocational Education Act of 1963, I wish to stress our appreciation of the fact that it is because of that decade-old legislation and what it has accomplished in creating a special role for the Government in the realm of vocational education that it is possible for us to offer recommendations for further enhancing Federal support for this area of education.

In a short while, the subcommittee will hear Dr. Larson developing ideas which we consider to be a new thrust in vocational education and a new program in post-secondary vocational education.

We are aware, however, that while the emphasis which will be proposed is new, it is not a case of removing the old which lacks value. Rather it is intended to be a new effort building on what has been accomplished in the past, but recognizing new national needs and expected needs.

I want to inject at this point that we do not come in an antispirit today or to destroy or tear down. Rather we come in a spirit of proposing something to augment. We do come in a spirit of building. There are some who may feel we come in an anti-State vocational education posture. I certainly do not come in that spirit. In fact, in the State of Oklahoma, the State Vocational Technical offices are located on the campus of the Oklahoma State University. We provide facilities and have a very happy college relationship.

However, there are things that need to be done in addition to what is being done. There are things which need to be done better and if there is one by-word in terms of what is being said today it is the word "quality". I think that we can do some things in addition to what is being done. We can build on that which is being done toward the end of a better quality operation.

Now, it may be useful at this early point to clarify why this association with its research-oriented institutions welcomes the opportunity to present its views at hearings devoted to the Vocational Education Act, and why these institutions feel justified in submitting recommendations for amendments to that legislation.

This subcommittee certainly need not be reminded of the history of America's land-grant colleges and State universities. However, it might be helpful to provide a quick in-point historical summary with regard to vocational education and our association's membership.

The members of this subcommittee are aware that when the Morrill Act established land-grant institutions throughout the separate States of the country, there were fewer than 300 high schools in existence. The earliest history of many of the major public research-oriented universities was as institutions providing high school education to students who could then proceed onward to what we today would call postsecondary education.

The University of Minnesota, for example, did not offer a baccalaureate degree for 8 years after its founding since it first had to bring its student body up to the college level before they could move on to more sophisticated academic study.

Land-grant institutions are oftentimes referred to as "people" colleges. In the original document presented by Senator Morrill, back in 1962, there were these words to provide academic and research services in the agricultural and mechanics arts for the sons and daughters of the industrial classes, for the sons and daughters of the working class. You recall that before that time higher education was pretty much for the sons only of the wealthy.

This new concept of education came into being with the signing of the Morrill Act for the sons and daughters of the working classes. It was emphasized from the beginning that "both practical and liberal studies would be emphasized."

These institutions have always sought to serve people in an effort to alleviate the problems of mankind. Land-grant universities have always taken the position that they believe that knowledge has its greatest meaning when it is put to work in the service of mankind in dealing with the problems of humankind.

Thus, for the vast majority of our association members, it is possible to say in truth that "vocational education" was the raison d'etre of their founding and research and higher learning came to them as a form of reward for having proved their capacities for doing one job well in an arena they have never left. These universities have grown and taken on whole new ranges of responsibilities but they have never veered from their central purpose and goal.

I want to underscore, the central purpose and goal of land-grant universities, State grant universities, is to use their knowhow in the service of mankind. This is at the center of our kind of university, to put knowledge to work in the service of humankind.

In the last several decades American society has made new demands on the higher education community, and activities such as going to the moon may have taken the headlines. There, too, as has been the case in meeting all national crises and goals, our institutions responded.

I would like to underscore that in every crises of this Nation we have turned to colleges and universities to help resolve them. After Sputnick, in this era, the colleges and universities were again turned to.

But behind the headlines the fundamental purpose of training the citizenry has continued. We are proud of the fact that up until the 1950's and 1960's it was our institutions that provided the vast majority of all postsecondary occupational education available outside of proprietary business schools. We now are sharing this responsibility for the growing demand with the emerging and developing community colleges. Our traditional responsibilities are, indeed, similar to theirs.

The history of many of our members would show them providing for the needs of full-time students in associate degree programs, and nearly all of our association's members have accepted regionwide or statewide responsibility for continuing education. It is fair to estimate that approximately one-half of all those programs are occupational in nature and less-than-baccalaureate-degree level in academic sophistication.

Especially noteworthy, we think, is the fact that our institutions have not only trained people for the factories and fields of America, but have also conducted the training programs which have produced the thousands of teachers who have gone on to teach in the high schools, junior colleges, and other education institutions which are involved in vocational education.

We must not overlook the importance of the teaching-training dimension in the field of vocational education and we do have a great working going on there by many of our colleges of teacher education.

I am glad to have with me today the dean of the College of Education at the Oklahoma State University. We have a School of Occupational Studies there for the teacher training, the teacher preparation, for people who will lead in this important area.

With your permission, we are attaching a brief document which seeks to set forth specific legislative recommendations concerning the role of our colleges of teacher training as they affect the quality of vocational education in the United States.

One way in which we have sought to respond to the needs of our communities is through the establishment of branch campuses of our institutions. Some 115 branch campuses exist today along with scores of other satellite campuses guided by the central administration of our institutions but located where students seeking access to postsecondary education can receive it with a minimum of hardship.

Although I understand that it is unique, it seems entirely plausible to me that in the State of Kentucky the junior college system is an entity of the land-grant institution of that State, the University of Kentucky.

There may be some who question the involvement of higher education in vocational education, and this question comes to me often. I had people say: "Why is the Oklahoma State University engaged in vocational education?"

I think that it is simply because there is dignity in all worthwhile labor. It is not beneath our dignity to strive for excellence in vocational education.

Colleges and universities do have a responsibility, in our judgment, to provide high quality vocational education to those who can profit from it. I can say honestly that I am as proud of the top quality programs we at Oklahoma State University have in vocational education as I am of the many outstanding Ph. D. programs we offer in a variety of disciplines.

Let me tell you briefly a little about our efforts in vocational education. To my left here is my colleague, Vice President Wayne Miller, who is the director of our School of Technical Training, located at Okmulgee, about 95 miles from the main campus at Stillwater.

This is a nondegree, residential institution of some 2,800 students operating on a trimester basis with offerings in 50 different fields. It is an institution which has emphasized quality. It has achieved a national and international reputation. Many from Washington, D.C., and throughout the Nation have visited it. Your counsel has visited it.

Because of its emphasis on quality, its students take great pride in their work and in their institution. Employers eagerly seek its graduates.

I might say that finishing in another 30 days will be my own son, who chose to go this route, who spent some time on the main campus at Oklahoma State University in the liberal-arts-oriented program and this is what gave him great job satisfaction. He is finishing this high-quality program and will be going to Atlanta with Mercury Marine there.

The Oklahoma State University also operates a 2-year technical institute in Oklahoma City, some 65 miles from Stillwater. Study at this institution culminates in the award of the associate in arts degree. Curricula has been established to serve special needs of the city of Oklahoma City, such as police technology, fire technology, data processing, and nursing to mention but some of the areas of study. OSU, in its College of Education on the main campus at Stillwater, also is heavily involved in the preparation of teachers in vocational areas.

Since my colleague, Dr. Larson, from Pennsylvania State University, will be concentrating his remarks on the specific recommendations for amendments of the Vocational Education Act, may I take this opportunity for describing noteworthy programs at his institution, the Pennsylvania State University?

Like many of our other institutions, that institution's early history of service in extension was for the farmers of America. Later this service was broadened to include a whole population of the State to be served by the entire university and not merely the College of Agriculture.

At Penn State, the associate degree programs were preceded by a 1-year certificate program in building construction design. When the associate degree program was established, that institution's major job was convincing guidance counselors in secondary schools. They could not understand why associate degree graduates from Penn State could not proceed as associate graduates in private community colleges could, to obtain a baccalaureate degree after another 2 years.

It was necessary to point out that Penn State was providing industry and the professions with highly skilled graduates and, in order to make those men and women available, the institution had to cut corners on the traditional prerequisites.

Indeed, and this is true of other institutions with comparable programs, Penn State's drafting and design graduates had many more hours at the drafting board than did their engineering graduates; tneir electronics technicians were better able to design and work with schematics than could their electrical engineers. This was repeated in subprofession after subprofession and I used that word, but don't like that word because these are people of dignity and honor and there is dignity in what they are doing.

I don't believe they are sub anything, so even though I used the word "subprofession," I use it with some hesitancy.

When the engineer had to be trained by his employer for a year before he earned his way, the associate degree graduates earned their salaries the day they went on the payrolls.

An important addition was the professional benefit: the engineer, the architect, the business college graduate who often did work for his employer that was lesser than the level of his training. It was only when the associate degree graduates demonstrated that they could do the job that the professional was permitted to devote most of his time to the truly creative work that a college degree qualified him to do.

Industry discovered that in the engineering profession, at least, the senior engineer could supervise the activity of four or five engineering aides. His own responsibility was to provide the creative design thrust. From that point, the aides provided the implementation.

I cannot offhand think of a single professional school that operates in any of our institutions that could not develop curricula and provide training for subprofessionals. In addition to engineers, architects, and business, the legal profession and the medical profession are just beginning to understand the implications of this.

Our colleges of education now produce educational aides that greatly reduce the manual labor required of most teachers. Pharmacy aides, if they could be licensed by the States, would cut into the high costs of counting bills. It is likely that we could find justification for training aides for almost every profession today.

I think you see what I am proposing is something building on that which we have and something taking care of new needs.

The point is that we enable non-degree-bound men and women to participate in profitable occupations and, at the same time, we enable the professional to engage in truly professional creative work. In short, vocation education is not a new arena for us but it is an old and tried and tested part of our educational mandate in the States and it is part of our tradition since our founding.

The demand for new forms of training for new kinds of jobs is growing today. Many of these subprofessional occupations cannot be trained at institutions lacking the sophisticated training grounds of a law school or full-fledged medical center. This, then, is what our colleges can uniquely contribute to the postsecondary occupational education.

There are other postsecondary programs equally important that ought to be conducted by institutions more qualified than ours, such as community colleges and postsecondary vocational schools. I suspect we will find a central division of labor as these programs expand.

Recently there have been reports and studies published that suggest that the vocational education system in the United States may not be doing all that it is expected to, given the funds that are contributed by the Federal Government and the even greater sums put into the institutions by the several States.

But even more significant is the indisputable fact that there are entire clienteles such as housewives, young students with insufficient financial resources and others who are not being fully served, and this should be a central concern at the national level.

One problem is the fact that our Federal student aid programs, perhaps because of the limited funds available, have concentrated on the full-time student. Perhaps not intentionally, but necessarily, this has resulted in the denial of support for the continuing education student who usually is not a full-time student precisely because he lacks the funds to avoid working during the years of postsecondary education.

We believe that, in part, the solution to some of these problems lies in a more realistic division of funds available among those offering vocational education. Certainly we believe, and as Dr. Lawson will explain in more detail, funds provided by the Federal Government ought to be used to fulfill an identified and acknowledged national purpose increasing access to postsecondary vocational education.

A final word on the proposals of our colleagues in sister associations representing the community and junior colleges and the State colleges of the country. I believe it important to stress that with regard to several central themes we are in total or at least in very close agreement. With regard to the proposal by the junior colleges that 75 percent of postsecondary funds be set aside for their institutions, we must respectfully disagree.

It has been our view, and we share this with the State colleges of the Nation, that Federal funds should not be distributed in a predetermined fashion based solely on the genre of institution. Once a national need and purpose has been identified and the method for meeting that need defined, funds should flow to institutions which can demonstrate their capacity for meeting that national need and purpose. There is no doubt in my mind that the junior colleges of this country are playing and certainly will continue to play a major role in offering postsecondary vocational education.

In some States it may be appropriate for them to receive not 75 percent but 90 percent of the postsecondary funds. In other States where major branch campuses of universities and well-distributed State colleges exists and are offering sound programs, and again I referred to our two programs in Oklahoma and Pennsylvania, which you are hearing a bit more about, that here the funds going to junior colleges more appropriately might be 20 percent or some other figure.

So we are not arguing against 75 percent in some States and certainly it is not appropriate to argue in support of such in every State because there are different organizations in different States.

Similarly, we must respectfully dissent from two recommendations offered by the American Association of State Colleges and Universities. We have not found the project-and-grant approach to solving national needs inadequate at all. In fact, it served well.

When Federal standards for distributing Federal dollars are clear, we have faith that elected and appointed leaders in the States will distribute these funds equitably and wisely, particularly when evaluation is strictly followed and penalties for failing to adhere to these standards are exacted. Distributing money on an FTE basis tends to reinforce the status quo. In some instances, it may be entirely justified. In the area of postsecondary vocational education we doubt that this would be a true test of how funds should be distributed today or in the future.

Finally, we must dissent in part from the apparently inflexible requirement suggested by the AASCU that no State Governor may be permitted to have a vocational education board responsible for distributing postsecondary funds. We concur in the premise: History has shown that in most States the vocational education board lacks the understanding of what takes place on the postsecondary level in vocational education and this has resulted in inequitable and unwise distribution of funds.

However, we return again to the concept of standards. And I want to underscore this and I think this is the only basis to guide us. It is less important who distributes the fund than what is the basis for that distribution.

If Congress firmly defines what tests shall be used for distribution of funds and if in certain States it is the belief of the elected leadership of that State that the best agency for distributing funds is the vocational education board, then we believe that equitable and wise distribution will follow. I don't think we want to get bogged down with that argument at this time.

Again, on behalf of the membership of my association, I express our gratitude for this opportunity to present our views on the legislative issues before this subcommittee.

Following Dr. Larson's presentation we will be happy to attempt to answer your questions.

Chairman PERKINS. Thank you very much.

[The attachment referred to follows:]

ADDITIONAL TESTIMONY

SUPPORT OF VOCATIONAL TEACHER EDUCATION IN BEHALF OF THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

New emphasis in our society on vocational education and career education requires that post-secondary institutions train and re-train additional numbers of teachers to serve in the many highly specialized areas of vocational education in the common schools of the nation. Counselors must be provided with additional training to equip them for expanded roles in career education and exploration. Programs must be made available to administrators to assist them in educational planning and program evaluation. Further, post-secondary institutions must, in many cases, revamp their occupational curricula and retrain staff due to the rapidly changing nature of career and vocational education.

Teacher education institutions need greater involvement in the research, planning and implementation of training programs for educational personnel. Without this involvement our educational system will eventually deteriorate. Vocational education, in the past, has suffered from the lack of strong and well-qualified leadership personnel. The need for leadership development programs and personnel with advanced leadership and training is still critical and acute in the United States. The greatest strides in vocational education have come about with the implementation of the EPDA Vocational Education Leadership Development Program. However, much still needs to be done in terms of preparing people for assuming leadership roles. It is imperative that the Congress give strong consideration to a greater funding level for programs of this nature.

Finally, vocational teacher education programs need to be re-oriented and upgraded in order to maintain high standards of excellence in pre-service and in-service teacher education activities. Federal funding of research and exemplary projects in teacher education can help strengthen vocational education in this area.

A strong and effective system of education in any state depends on a cooperative and close working relationship among local schools, state departments, and teacher education institutions. Each has a distinctive leadership role to play and the quality of education in the state is a direct function of the extent to which each contributes to the whole and supplements the efforts of the others. Funding arrangements must be devised which complement and build upon the strengths of each of the three agencies rather than separating them and pitting one against the other. Legislation and funding policies and procedures which place one agency in a subservient position to the other cannot help but hinder rather than ameliorate the relationship. It is proposed, therefore, that activities appropriate to the various agencies be funded directly to those agencies with stringent guidelines stating how the funds will be used and setting forth specific requirements for planning and coordination in and among the agencies.

Chairman **Perkins**. I will call on Dr. Larson before we go to questions.

Dr. **Larson**. Thank you.

Mr. Chairman and members of the committee, I am Russell E. Larson, provost of the Pennsylvania State University. I greatly appreciate the opportunity to testify before the committee today.

Penn State has a history of serving the occupational needs of the people of Pennsylvania. In the education of part-time students, our history of service dates back to the early 1900's. We began our programs of occupational education for full-time students in the late 1940's.

I have, for your information, a brief paper summarizing the Penn State experience with postsecondary vocational education which I would like to leave with you.

Penn State typifies the interest and participation of our major institutions in vocational education. Because of Penn State's history of service, I am pleased to testify on behalf of the National Association of State Universities and Land-Grant Colleges.

My colleague has described the need for an expanded postsecondary vocational education program and has cited the increased potential for service of the member institutions of our association. In describing the NASULGC legislative proposal, I want to emphasize that we are not asking for exclusive rights for our member institutions to provide occupational education with the help of Federal funds. It is our position that all institutions legally authorized to provide postsecondary education within the States should be eligible.

We have two important objectives in being here today. In our legislative proposal we are asking, first of all, for an opportunity for the member institutions to expand their services to the youths of our States. We want to help meet the need for more associate degree graduates in the technologies, more certificates in building construction design, and more diplomas in business management—to name only a few of our 60-some occupational programs offered by member institutions.

Our second, and equally important objective, is to provide occupational training to adults and part-time students. Along with the youths, many adult citizens are seeking the chance to study in postsecondary institutions. The man who pumps your gas should be able, if he wants, to become an electronics technician. The housewife with children may wish to learn real estate sales.

Our evidence indicates that innumerable working men and women are interested in upgrading their occupational talents. I repeat, the provisions of our legislative proposal apply to part-time students as well as to full-time students.

On August 30, at Ohio State, President Ford, in an address to the graduates, said: "Although this administration will not make promises it cannot keep, I do want to pledge one thing to you here and now. I will do everything in my power to bring education and employers together in a new climate of credibility—an atmosphere in which universities turn out scholars and employers turn them on." The reauthorization of the Vocational Education Act can help the President keep his pledge.

To accomplish what we think can and should be done in the reauthorization of the Vocational Education Act, we are asking for a new departure: in essence, a new Federal program of occupational education. It is a new program because title X part B, of the Higher Education Act—Occupational Education—has never been implemented. It is a new program because the Vocational Education Act has had limited success in supporting postsecondary occupational education in our States. The important innovative feature in our proposal is the use of Federal and matching funds to greatly improve student access to postsecondary occupational education.

In talking about this proposed new Federal program, it is appropriate to say that our institutions are not seeking Federal or matching support for that which they are doing already. In other words, we will not request support for existing programs of occupational education in our institutions. We would seek help in revising and improving upon existing programs, and we would need resources to plan and develop new ones.

If Federal funds for postsecondary occupational education are directed in the way we recommend, there will be, in our opinion, greatly expanded enrollment in occupational education programs throughout the country. We doubt, however, that increased enrollment in occupational education will be at the expense of baccalaureate enrollment in our colleges and universities. Baccalaureate degree candidates normally will not settle—even if some should—for an associate degree or for a certificate in occupational education.

The new students in occupational education will be, by and large, persons who will enroll only if new incentives are provided. The new students will be those who the Congress intended should be assisted, namely, those who, for economic reasons, would not otherwise obtain a postsecondary education.

I have stated previously that our institutions should not be rewarded for that which they are doing already. Let me repeat that we do not seek Federal aid to defray operating expenses for established programs of occupational education, old or new. Curriculum development and startup costs for new programs, yes; operating costs, no.

We strongly encourage Federal support to implement the major recommendation which is student access.

I must add parenthetically that it isn't often that a representative of a land-grant institution gives institutional aid such a low priority before a committee of the Congress. As you are aware, we support the concept of institutional aid, but not in the context of this legislation, which is designed to provide for improved student access and to expand upon the vocational education programs of our institutions.

Our legislative proposal describes ways that we believe Federal funds can be used to increase student access. There are undoubtedly others that ingenuity in the States and local communities will uncover.

We have suggested Federal—and matching funds—for: (1) Tuition reductions for students in occupational education programs; (2) incentives for institutions to expand their programs of recruitment; (3) support for training of guidance counselors in the public schools; (4) new programs to meet changing manpower needs; (5) expanding student choice by encouraging the offering of programs of occupational education in institutions not now providing such service; and (6) what we call the two-on-two program.

Most occupational education programs in our institutions offer the graduate a 2-year certificate or 2-year associate degree. At Penn State and at other 4-year colleges, we are experimenting with a 2-year, upper division program for 2-year graduates from which the successful candidate may achieve a baccalaureate degree.

These 2-on-2 programs enable candidates to delay their decision of occupational training versus college degree. If they stop at the end of 2 years, they are readily employable. If they want to continue to a baccalaureate degree, they may; and at the end of 4 years, they receive the baccalaureate degree and are even more employable.

Thus far, we have proposed that the Congress, in reauthorizing the Vocational Education Act, authorize a new program of postsecondary occupational education, the provisions of which shall apply equally to part-time and to full-time students and which shall include the use of Federal and matching funds to encourage student access.

To accomplish our purpose, we are suggesting that many provisions of part B of title X—Occupational Education—of the Higher Education Act be implemented. Among other important contributions of title X, part B, we endorse the following: (1) The designation of postsecondary institutions to provide postsecondary occupational education; (2) the option of the State to designate the agency—section 1055, HEA—for the administration of postsecondary occupational education; (3) the use of the 1202 State commission for the development, initiation, and overview of the State plan. (4) the involvement of all interested parties including the State board for vocational education in State planning activities; and (5) opportunity for all eligible institutions to provide programs.

The balance of this testimony will deal with the need for both institutions and State agencies to be accountable for the use to which they put public funds. The member institutions of our association have a history of responsible use of public funds. We believe, however, that legislative bodies must clearly define the permissible uses of authorized money. It is difficult for the institutions to be rigorously accountable if the law is vague, or if the uses spelled out in law permit the comingling of Federal funds with other institutional revenues. We are confident that responsible State agencies are equally concerned with accountability.

The Higher Education Facilities Act of 1963 is the best State grant legislation, of which I am aware, that enabled institutions and State agencies to account, dollar for dollar, for their use of Federal funds. It also provided for an effective listing of priorities based on well-defined criteria.

We are supporting an equally objective method for the allocation of postsecondary vocational education funds within the State. Our proposal says to the State planning agency, in effect, that the mission of Federal funds is student access. We suggest some ways that access can be expanded and we challenge the State to devise more ways.

We then propose to the State to experiment with various methods that fit the unique State circumstances.

Finally, we ask the State to periodically evaluate its progress to determine the degree the plan was successfully implemented and what was the relative success of the various methods it chose to promote student enrollment.

The State, in its comprehensive plan, will be required to define how institutions will be chosen to serve the objectives of the legislation. The plan will specify whether public funds will be distributed to institutions according to a formula, by competitive proposals, or by some other method, depending upon factors relating to the objective to be served and according to circumstances within the State.

We support, Mr Chairman, statewide planning and the State agency distribution of funds. As increased Federal funding is channeled through this mechanism, States are able to serve State and local priorities and the State's citizens are able to help determine how taxpayers' money is spent. At the same time, both the distributors of public funds and the recipients of public funds should be held strictly accountable for the use to which those funds are put.

The membership of the National Association of State Universities and Land-Grant Colleges is proposing that the Congress takes this opportunity to authorize a new program of postsecondary occupational education. We propose a program that will provide an expanded service for our citizens who want challenging new occupations.

And finally, we propose a program for our citizens who seek the opportunity to upgrade themselves in their current occupations through part-time study.

We have attached to this testimony the description of the amendments to Federal law that our association supports. We hope that bill will be introduced within a few days.

I thank you, Mr. Chairman, and members of the committee, for the opportunity you have given us to testify.

[The attachments referred to follow:]

TECHNICAL DESCRIPTION OF AMENDMENTS PROPOSED BY THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES TO THE VOCATIONAL EDUCATION ACT

PART A—GENERAL PROVISIONS

Declaration of purpose (Sec. 101)

Amend the declaration to include references to postsecondary occupational education.

Definitions (Sec. 108)

(1) Amend the definition of "vocational education" to exclude all education and training above the secondary level.

(2) Add a definition of "postsecondary occupational education" which will be substantially the same as that now contained in Section 1060(2) of the Higher Education Act.

(3) Add a definition of "occupational education institutions" to include any public or private institution providing postsecondary occupational education. This would include community and junior colleges and other institutions of higher education (including branch campuses) as well as area and postsecondary vocational schools and technical institutes: but of course they would be eligible for grants only for programs meeting the definition of postsecondary occupational education.

State Application and Establishment of Separate Allotments for Vocational Education and Postsecondary Occupational Education (Sec. 110)

To be eligible for its allotment for a fiscal year under Section 103(a)(2), a State would be required to submit to the Commissioner an application including the following:

(a)(1) Assurance that the State's allotment for a fiscal year under Section 103(a)(2) shall be divided into two parts. One part of such allotment may be used only for grants under subpart 1 of part B, and the other may be used only for grants under subpart 2 of part B. The part to be used for grants under subpart 1 shall be known as the State's vocational education allotment for that year, and the part to be used for grants under subpart 2 shall be known as the State's postsecondary educational allotment for that year;

(2) Assurance that not less than 40 percentum of the funds allotted to the State under Section 103(a)(2) for the programs and activities under each of the two subparts;

(3) Providing for a mechanism or procedure, consistent with state law and state organizational structure, for a joint determination by the State Board, as designated under subpart 1 of Part B, and the State Commission, as designated under subpart 2 of Part B, of the most effective and equitable allocation of the remaining 20 percentum (remaining after the basic 40 precentum allocations) between subpart 1 and subpart 2 of Part B, taking into consideration the purposes of the Act as set forth in Section 101 and the state plans or state planning as required under each subpart;

(4) Setting forth a mechanism or procedures which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to carrying out the purposes of this Act;

(5) Submits to the Commissioner such state plans or documents as required under subparts 1 and 2 of Part B as are required for participation by the State in the programs authorized by those subparts.

(b)(1) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State, finds that any of the assurances required by this part are unsatisfactory, or that there is a failure by the State to comply with such assurances or other requirements of this section, the Commissioner shall notify the State that no further payments will be made to the State under any program authorized by this part until the Commissioner is satisfied that there has been or will be compliance with the requirements of this section.

(2) A State which is dissatisfied with a final action of the Commissioner under this section may appeal to the United States court of appeals for the circuit in which the State is located by filing a petition with such court withn sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in Section 2112 of Title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court, affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in Section 1254 of Title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

Authorization of grants (Sec. 121)

Take out requirement that services be available to persons "of all ages" and to "all individuals" to conform to the policy of limiting vocational education to elementary schools.

Uses of Federal Funds (Sec. 122)

Delete paragraphs (2) and (3) from the list of paragraphs in Section 112(a) which set forth the permissible uses of funds. These two paragraphs contain the present authority for vocational education for persons who have completed or left high school and for persons who have already entered the labor market.

Strike paragraph (2) of Section 122(c) of present law which contains the set-aside for postsecondary education. This would be replaced by the new ear-marking described above.

Several technical amendments should be made to limit the remaining set-asides to a percentage of the funds ear-marked for elementary and secondary vocational education.

State Plans (Sec. 123)

Technical amendments would be required in paragraphs (6) and (11) of Section 123(b) to reflect the fact that these plans would now relate only to elementary and secondary vocational education.

New Subpart 2 of Part B—Postsecondary Occupational Education

As indicated above, a percentage of each state's annual allotment would be ear-marked for postsecondary occupational education programs. These funds would be expended under new provisions added as a subpart 2 of Part B of the Act. (Existing provisions of Part B would constitute subpart 1.) The following is a description of each section which would be in subpart 2:

Authorization for States to Use Postsecondary Occupational Education Allotment (Sec. 125)

A State shall be authorized to use the funds allotted to it under the postsecondary occupational education allotment for each fiscal year for the activities set forth in Section 126 in order to promote access to postsecondary occupational education programs in such State, provided that such State has met the requirements as set forth in Section 127.

Uses of Federal Funds (Sec. 126)

(a) A State may use its postsecondary occupational education allotment only for—

(1) programs to promote access to postsecondary occupational education as set forth in Section 129;

(2) planning related to promotion of access to postsecondary occupational education by State Commissioners as set forth in Section 128;

(3) administration of the program authorized in this subpart by the State Agency designated in accordance with Section 127; and

(4) evaluation of the program under this subpart, and the dissemination of the results of such evaluation pursuant to Section 127(5).

except that, not more than ____ percentum shall be used for the purpose in paragraph (3), not less than ____ percentum nor more than ____ percentum shall be used for the purpose of paragraph (2), and not less than ____ percentum nor more than ____ percentum shall be used for the purpose of paragraph (4).

(b) Of a State's postsecondary occupational education allotment for a fiscal year, 10 percentum may be used only for programs and activities as authorized under Section 129 to benefit handicapped persons, and 15 percentum may be used only for programs and activities as authorized under Setcion 1[illegible] to benefit persons (other than handicapped persons as defined in Section 108(8)) who have academic, socioeconomic, or other handicaps which prevent them from succeeding in the regular postsecondary occupational education program.

State Application for Postsecondary Occupational Education (Sec. 127)

Pursuant to assurances provided in Section 110(5), the State shall:

(1) designate the State Commission established pursuant to Section 1202(a) of the Higher Education Act of 1965 as the State Commission to carry out planning as required under this subpart;

(2) designate the State agency authorized in accordance with State law for coordination of postsecondary education (and only if such a State agency does not exist, another appropriate State agency) as the State agency for disbursement of the State's postsecondary education allotment in accordance with the planning by the State Commission, and for proper fiscal control and accounting of funds granted to a State under this subpart;

(3) provides assurance that funds granted the State will be used only for purposes set forth in Section 126, in a manner which is consistent with the State planning as required in Section 128;

(4) provides that the State Commission designated under paragraph (1) shall undertake a continuous program of planning, in consultation with appropriate State agencies and institutions, in accordance with Section 128;

(5) provides that the State Commission designated under paragraph (1) shall annually evaluate the success of the use by the State of funds [illegible] to the State under this subpart in promoting access to occupational education and the relative effectiveness of each of the means used; and with respect to operations during the preceding year, specifically report to the Commissioner the results of evaluations carried out in accordance with the requirements of this paragraph;

(6) requires that each postsecondary occupational education institution which receives Federal funds under this subpart shall use such funds only for the postsecondary occupational education programs for which such funds were granted and shall provide assurances to the State agency designated pursuant to paragraph (2) that such funds will be used so as to supplement

and not supplant, the level of funds from other sources available for such programs; and

(7) Provides that the State's postsecondary occupational education allotment for a fiscal year, shall pay for more than 50 percentum of the total expenditures made in carrying out the planning, administration, programs and activities under this subpart.

The provisions of Section 434(b)(3) of the General Education Provisions Act shall apply to any State application submitted under this section.

State Plan and Planning (Sec. 128)

The State Commission designated pursuant to paragraph (1) of Section 127 shall:

(a) Undertake a continuous program of state-wide planning for postsecondary occupational education, which shall—

(1) assess the existing capacity, or potential capacity, of all public postsecondary education institutions in the State (wtihout regard to whether such institutions are under the supervision of the State Board of Vocational Education) to undertake programs to promote access to postsecondary occupational education;

(2) determine student demand for postsecondary occupational education programs;

(3) determine, in coordination with planning as required under the Comprehensive Employment and Training Act, of manpower needs in the State as a whole, and in the political subdivisions thereof;

(4) propose methods for extending the benefits of postsecondary occupational education to groups not served by such programs, including improved outreach, recruitment, guidance and counseling;

(5) investigate and propose various methods to promote access to postsecondary occupational education; and

(6) propose methods to give special consideration to the occupational education needs of persons for whom a full-time program is not feasible, such as housewives and persons currently employed full-time who wish to up-grade their skills.

(b) Prepare, with the advice of the State Advisory Council on Vocational and Occupational Education, an annual State plan, which shall serve as the basis for disbursement of the State's allotment for that year by the State agency designated in accordance with paragraph (2) of Section 127. Such annual state plan shall:

(1) Specify the means to be used in selecting postsecondary occupational education institutions to receive funds and the means to be used for determining the amount of funds to be granted to each such institution;

(2) Provide for the distribution of funds by the State agency according to (a) a distribution formula based on objective criteria, (b) determinations (based upon objective criteria) as to which postsecondary occupational education programs will most effectively and economically meet previously ascertained needs, or (c) a combination of the methods for distribution of funds described in (a) and (b);

(3) Contain the provisions required under (1) and (2) in sufficient specificity to enable the Commissioner to determine whether actual decisions under such plan conform to those requirements of such plan pursuant to Sec. 127(5);

(4) Give special consideration to students who desire to continue their education after high school but are unable to do so on a full-time basis, so that programs for these part-time students will receive consideration equal to that given to programs for full-time students;

(5) Include as eligible public postsecondary occupational education institutions not only such institutions as may be under the supervision of the State Board of Vocational Education; and

(6) Provide for contracting with private non-profit postsecondary occupational education institutions to the extent that such institutions in the State are interested in, and have the capacity to, assist in promoting access to postsecondary occupational education.

Provisions should be included for appeals and review of appeals related to the content of the annual state plan as required in this section (perhaps Section 434 of the General Education Provisions Act contains the necessary wording).

Programs to Promote Access (Sec. 129)

In accordance with the State plan prepared by the State Commission pursuant to Section 128, the State agency designated pursuant to Section 127 may disburse funds under this subpart to postsecondary occupational education institutions in the State in order to promote access to postsecondary occupational education, including programs such as the following:

(1) Programs to reduce tuition and fees, but any such program would be required to include appropriate reductions in the tuition and fees charged part-time students. Whether tuition and fees are reduced could be determined by comparison with those charged for courses which, though not supported under the Act, have comparable instructional costs, by comparison with the tuition and fees previously charged for the same course, or by such other method as the Commissioner deems will assure the tuition and fees charged are lower than they would be but for the grant.

(2) Programs of in-service training, for guidance and counseling personnel serving in elementary and secondary schools in order to familiarize such personnel with opportunities afforded by postsecondary occupational education.

(3) Programs under which payments are made to assist institutions to meet their costs of instruction, but only where such payments are linked to progressively increasing occupational enrollments.

(4) Curriculum development programs for new curriculums and modifications of old curriculums to meet the job market.

(5) Programs to broaden the types of institutions providing these programs so that the variety in the types of institutions will meet the needs and desires of an increased number of students.

(6) Innovative arrangements, including competency based learning and under which courses given in postsecondary occupational education programs may be counted for credit toward a bachelor's degree where the student chooses to continue his education.

Evaluations by Commissioner (Sec. 130)

In carrying out his duty under Section 417 of the General Education Provisions Act to make annual evaluative reports to the Senate and House Education Committees, the Commissioner would be directed to give special attention to evaluation of the various means for promoting access to postsecondary occupational education programs to assist the Congress in its oversight responsibilities.

Parts C, D, E, F, G, H, I, & J

These parts would have to be amended in many places where the term "vocational education" is used by adding "and postsecondary occupational education".

Effective Date; Planning Year

The new grant program will become effective for the first time in FY 1977. During the intervening year, postsecondary vocational education will continue to be carried on under existing law. However, the states would be offered grants for planning their new program and for developing their new state plan. These grants would be made to the state's 1202 Commission upon application. Funds for these grants would be separately authorized and appriated.

Chairman PERKINS. Why don't we finish with Dr. John D. Rowlett, vice president of academic affairs and research from Kentucky University.

Come around, Dr. Rowlett, and take a seat anywhere and then we will direct the questions to the entire panel.

Go ahead, Dr. Rowlett.

STATEMENT OF DR. JOHN D. ROWLETT, VICE PRESIDENT, ACADEMIC AFFAIRS AND RESEARCH, EASTERN KENTUCKY UNIVERSITY

Dr. ROWLETT. Mr. Chairman and members of the committee, my name is John D. Rowlett, and I serve as vice president for academic affairs and research and dean of the Faculties at Eastern Kentucky University.

I am pleased to have this opportunity on behalf of the American Association of State Colleges and Universities to present testimony regarding pending legislation in vocational education with particular emphasis on proposed changes dealing with the funding of post-secondary education.

Mr. Chairman, under your leadership the Vocational Education Act of 1963 became a public law and one that broke with many of the traditions of the past. It was a piece of landmark legislation that provided extraordinary opportunities for those serving in leadership roles in vocational and technical education to transform old programs and to create new programs consistent and attuned to the problems and needs of the present rather than the past.

It implored us to take stock of the strengths and weaknesses of our vocational and technical programs and to use a broad philosophical base in conceptualizing and implementing programs to prepare individuals for gainful employment.

The subtilties of the legislation were perhaps more important than the more obvious changes. I would call your attention to the fact that prior to the Vocational Education Act of 1963, "fundable" programs were to be of "less-than-college grade," and the substitution in that act of the concept of "less-than-baccalaureate level programs" was more than a change in wording.

This change in language clearly recognized that there is a variety of post-secondary institutions, among them community colleges and 4-year colleges and universities, that offer post-secondary technical programs, typically at the certificate or associate degree level, and that programs of this type are fully eligible and deserving of financial support.

The congressional intent, as we interpret it, was to place funding priorities on the merit program, not the type or kind of institution in which the programs were located.

This was a laudable goal, but in practice, in my judgment, it has worked very poorly. Four-year colleges and universities with eligible programs rarely receive the financial support that was clearly intended by the Vocational Education Act of 1963.

Congressman Perkins, you know first-hand because you have observed our institution in operation, that Eastern Kentucky University took seriously the challenge and the mandate of the 1963 act to develop high quality technical programs at the associate degree level.

In March of 1965 President Robert R. Martin of our institution proposed to our board of regents a plan to organize, along with the more traditional colleges, a college of applied arts and technology which would house a number of technical programs, including a variety of associate degree technical programs.

This was a highly imaginative plan and one that has been emulated by a number of 4-year colleges and universities. It was a plan developed not in response to declining in enrollments in teacher education or other programs; in fact, it was initiated in 1965 in that period in higher education when enrollments were expanding very, very rapidly.

The important thing is it provided alternative programs of study for students, programs carefully keyed to existing and projected employment opportunities.

We began to offer these programs of instruction in 1965, we were prepared to move ahead with the further development and expansion of these institutional commitments. We enrolled 195 students in six associate degree programs in 1965. In the fall of 1974, this past fall, we enrolled 1,863 students in more than 40 associate degree programs or options.

To put it another way, in 1965 approximately 2.8 percent of our students were enrolled in associate degree programs; in the fall of 1974, approximately 15 percent of the 12,571 students enrolled at the University were pursuing associate degree programs, technical associate degree programs.

The breadth of our associate degree programs in nursing, law enforcement, corrections, business, medical records, medical assisting, industrial technology, recreation, medical laboratory technician, geological technician, agriculture, dietetics technology, food service technology, to cite a few examples of our programs, has been attractive to both full-time and part-time students.

That these students persist and complete degrees is evident in the table below.

[The table follows:]

EASTERN KENTUCKY UNIVERSITY—ASSOCIATE OF ARTS DEGREES AWARDED

Year	Total number of degrees awarded	Percentage of increase over previous year
1966	11	0
1967	33	200
1968	62	87
1969	81	30
1970	112	38
1971	143	27
1972	173	20
1973	255	47
1974	286	12
Total	1,156	

Percent increase 1970–1974 (112 versus 286) 155 percent.
Percent increase 1968–1974 (62 versus 286) 361 percent.

Dr. ROWLETT. Another way in which to examine the associate degree productivity and the important role which 4-year publically supported institutions of higher education contribute is to compare this productivity in terms of the total degrees earned within the State.

In 1973, the last year complete data were available, a total of 1,370 associate degrees were awarded within the Commonwealth of Kentucky. Of this number, 645 or 47 percent of all associate of arts degrees awarded were granted by the public 4-year colleges and universities.

The 13 University of Kentucky community colleges awarded 48 percent, while private 2- and 4-year institutions accounted for the remaining 5 percent of the degrees awarded.

Within this context, Eastern Kentucky University granted 19 percent of all associate of arts degrees in Kentucky and awarded 40 percent of the associate degrees granted by the State's eight public 4-year institutions. It is significant to note that Eastern Kentucky University awarded a total of 255 such associate degrees during 1973 and we were the Commonwealth's largest producer of associate degree graduates at a 4-year university, making it the largest single producer in the Commonwealth.

Today associate degree programs may be found in all of the upper division colleges of the University: Arts and Sciences, Applied Arts and Technology, Business, Eudcation, and Law Enforcement. We do not have special faculties or laboratories or courses for students pursuing associate degree programs.

The students are enrolled in classes with other students who are pursuing baccalaureate degrees. The difference is in the educational objective of the student, and the packaging of existing university courses into a 2-year sequence leading not only to an associate degree, but to skills and knowledge that are valued in the labor market. Even today the graduates of our associate degree programs are finding more and more ample employment opportunities.

I should point out that we do not regard our associate degree programs as terminal in the sense that a graduate would have difficulty transferring credits earned to a baccalaureate program.

At Eastern Kentucky University we have carefully provided, through the career ladder concept, for ease of transition of the associate degree graduate into a baccalaureate program in the same general field of study.

The typical student—nursing is an exception—can make this transition without the loss of a single credit. And the career ladder concept works.

For example, the current chief of police in one of the large cities in the South earned an associate degree at Eastern while serving as a policeman in a nearby city and attending school part-time. He later earned baccalaureate and graduate degrees at Eastern and is presently enrolled part-time, I am told, in a doctoral program. For him, the creer ladder extends from the associate degree to the Ph. D. And he was a person in his early thirties when he began his work as a part-time associate degree student. This is an example, I think one of the most striking examples I could cite.

Even though we have over 1,800 full- and part-time students enrolled in associate degree programs that meet the criteria for funding under the 1963 act and subsequent amendments, we have been receiving less than $53,000 annually, in postsecondary vocational technical funds in support of these programs. This is less than $30 per student per year.

And I would emphasize this funding level is generous in comparison to that received by comparable institutions in many States for all too often their support level is zero.

I do not believe that this is what the Congress intended, and I do not believe that this is what you intended, Mr. Chairman, in the development and passage of the Vocational Education Act of 1963 and the subsequent amendments.

I believe the intent was to provide support for programs of merit and quality irrespective of the type of institution—whether it be an area vocational school, a technical institute, a community college, or a 4-year college or university.

This is a common sense conclusion, but funding along these lines has not been commonplace. The proposed legislation under consideration deals with this issue, and I will return to it later.

Mr. Chairman, you are familiar with the studies conducted by Eastern Kentucky University in 1967 and 1971, in cooperation with the National Association of State Universities and Land-Grant Colleges and the American Association of State Colleges and Universities.

These studies have enabled us to get a picture of the extent to which public 4-year colleges and universities are involved in offering programs of less-than-baccaleureate level.

In 1967—with 76.8 percent of eligible institutions responding—we found 114 institutions, public 4-year colleges, offering 619 less-than-baccalaureate level programs enrolling 31,551 students.

In 1971—with 79.6 percent of eligible institutions responding—we found 142 institutions offering 1,097 less-than-baccalaureate level programs enrolling 57,145 students.

The number of programs, institutions, and enrollments in the 1967 and 1971 studies are obviously low since 23.2 percent of the institutions in the 1967 study did not respond, and 20.4 percent did not respond in the 1971 study.

We are presently involved in a similar study and questionnaires have been sent to 435 eligible institutions and 60.9 percent have responded to date. The data received thus far indicates a deepening commitment of public 4-year colleges and universities to less-than-baccalaureate level programs.

If we can through followup, secure a response approaching 100 percent, I believe the data will show nearly 2,000 programs in operation on public 4-year college and university campuses, with enrollments approaching 90,000 students.

Furthermore, I predict that the data will show that over 100 involved AASCU institutions will be offering approximately 1,500 of these programs enrolling about 55,000 students.

These are statistics that cannot be ignored, and yet, they are ignored, generally, when Federal tax dollars are distributed for the support of postsecondary technical programs.

Chairman PERKINS. Let me interrupt, Dr. Rowlett and recess for 5 minutes while we go over and answer a roll call, and we will be right back. We hate to interrupt such wonderful statements, but we have to and will be right back.

[Recess to vote.]

Chairman PERKINS. The committee will reconvene.

Go ahead, Dr. Rowlett.

Dr. ROWLETT. Mr. Chairman, our present study, in my judgment, will show nearly 2,000 programs in operation in public 4-year colleges and university campuses with enrollment approaching 90,000 students.

I predict the day that will show over 100 AASCU institutions will offer approximately 1,500 of these programs enrolling about 55,000 students. Now, these are statistics that cannot be ignored and yet they are ignored generally when Federal tax dollars are distributed for the support of postsecondary technical programs. This is a gross inequity and I trust that the legislation under consideration will correct this inequity.

The American Association of State Colleges and Universities is vitally concerned about the direction of pending legislation affecting vocational and technical education as expressed in the following:

A Summary of American Association of State Colleges and Universities Recommendations.

(1) Agreement with the American Association of Community and Junior Colleges (AACJC) on the need for considerably larger postsecondary setaside in Federal Vocational Education Act funds.

(2) Agreement with AACJC on the need for administering the Federal funds through a separate postsecondary State board.

(3) Strong disagreement with AACJC that 75 percent of available postsecondary funds should be set aside for community colleges only, or for any other type of institution, regardless of their contribution.

4. A belief that the fairest, simplest, and least expensive way to allocate postsecondary funds within each State is in the form of a program support on a per-student basis. Those institutions which offer the programs would receive the funds—whether postsecondary area schools, community colleges, or 4-year college. Perhaps 20 percent of available funds might be set aside for special purposes and to increase access, opportunity and choice.

5. A belief that the section of the law calling for an annual study on possible duplication of vocational education programs, which has been ignored, should be implemented by congressional action.

6. Other technical amendments. Some will relate to teacher education, research, and curriculum development areas in which State colleges and universities are now making a major contribution to vocational education.

In summary, AASCU institutions are making a major national contribution to the training of students in occupational fields, both full-time and part-time students, yet they have been almost entirely excluded from funding under the Federal Vocational Act, not by Federal law which states they are eligible, but by the funding priorities and policies of State vocational educational boards.

It is our believe that Congress should change the direction of the Vocational Education Act, make it more responsive to growing manpower needs at the postsecondary level and assure that funds go to all institutions which are providing the programs which the Vocational Education Act is intended to help maintain, extend, and improve.

Mr. Chairman, I appreciate very much this opportunity to share with you and members of the committee my personal viewpoints on the need for revising funding procedures for postsecondary educational technical programs, to illustrate through examples at Eastern Kentucky University how AASCU institutions have responded to the challenge of first rate less-than-baccalaureate programs and finally present to you the reactions and recommendations of the American State Colleges and Universities on the issues involved in pending legislation affecting postsecondary vocational technical education.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me compliment all of you distinguished educators for your appearances here today.

I have several questions, but will not delay and take up the time of other members when they return.

But for now, Dr. Rowlett, I note you agree with the junior colleges that there should be a separate State agency to operate postsecondary occupational courses instead of a single State agency which is now required for both high school and postsecondary programs.

Could this idea lead to greater cost of administration at the State level, in your judgment?

Dr. ROWLETT. I think it could lead to a greater cost in administration.

Chairman PERKINS. But you would still insist we should have two separate agencies and what is your reasoning?

Dr. ROWLETT. I think this is one very obvious alternative. There are certainly other alternatives that might be considered. I think the position of AASCU is that the present time of the allocation of funds has not worked very effectively, if it has worked at all, in recognizing and in providing financial support for the diversity of programs that exist at AASCU institutions.

I think AASCU simply raises the question about the point, "If any modifications might even work in the present setup?" I think the simplest suggestion is maybe we ought to look to a separate board, that this might be the better solution, even though it is a rather drastic change.

Chairman PERKINS. The thing that runs through my mind is, somewhere along the line you may have to get the AVA, the postsecondary technical schools, your organization, your groups, all together, to sit down together like we are doing today to discuss this funding problem. I think we may have to do that.

Now, Dr. Kamm, you make a strong case at your institutions, that your institutions have been playing a significant role in occupational programs and that you could expand that role with additional Federal funds.

But if it develops that additional Federal funds are not available in the next few years, would you want to take funds away from ongoing high school programs for your institutions?

Now, my purpose in asking that hard question is just to get the issues all out on the table, especially in times like these when we may have a lot of difficulty about funding.

I would like to see, and I am for expanding the funding fourfold, insofar as I am concerned, but I am just speaking about realities.

Dr. KAMM. Yes, Mr. Chairman, I think it is a very good and very appropriate question. I think I would reiterate that which I said earlier, that we are not here in the spirit of being against anything as much as we are for some other things.

I think we must recognize that this very excellent act of a dozen years ago needs at this particular time to be carefully evaluated, and the way things were done then are not necessarily the way things should be done now.

I think we have 12 years of experience on which to draw.

Now, I think I would have to say that I would hope that, in view of the capital outlay at the high school level, the secondary school level, in our own State, the vocational technical programs, this kind of thing, I think we would want to be very careful we did not reduce support here, because there would be some very critical prolems that would hurt people.

After all, people are at the center of all of our endeavors. Our business in education is to serve people.

Chairman PERKINS. You mean by not interfering with ongoing funds?

Dr. KAMM. Yes.

Chairman PERKINS. Any ongoing programs?

Dr. KAMM. Yes. Having said that, I think careful scrutiny and study may well bear out that those funds are not necessarily always being used wisely.

So, I wouldn't want to make a hard fast position, or take a hard fast position here. I am not sure all of the dollars that are distributed in the manner they are being distributed today or have been, are necessarily being distributed in a wise manner.

I think the main thrust of our presentations here today, as you already recognized, Mr. Chairman, is that we feel there are a great many other areas in addition to those things that we are now doing that need attention in this changing world, which is ours.

So, I think the answer would be both "yes" and "no". If, as the result of evaluation of how the dollars are being used, some of those dollars should be taken away, "yes", but if the dollars are being used wisely in present programs, I could not argue that we reduce support of those programs.

I think I can argue, on the other hand, that there are a great many needs to be served that are not now being served. I think I would argue also that in keeping with the traditional role of our kinds of universities, that there is so much more that we can do and we would like to make the case for that again ultimately focusing on people and their needs, the needs to be served.

Chairman PERKINS. Mr. Miller, could you tell us a little bit more about your school? I understand that your school is one of the few residential vocational schools in the country. Are you receiving any Federal funds for your schools?

Mr. MILLER. Mr. Chairman, our branch of the Oklahoma State University founded more than 28 years ago, is receiving a small amount of Federal money.

Chairman PERKINS. In what respect?

Mr. MILLER. All right, we were under Title VIII: MDEA Act, receiving $16,000 when the act in 1963 came into being. We have grown into a total of $71,000, $10,000, as a result of this act, with the largest single institution of only postsecondary vocational technical in the State, and that hardly seems commensurate with the idea of the act of 1963, that we receive $10,000 more and our students are going directly into industry and business. One of the most highly sought after graduating classes of our entire State are from the Okmulgee Branch of Oklahoma State University.

Chairman **Perkins**. Let me put the same question to you that I put to the other gentlemen a moment ago.

As tight as funds are to come by, in order to further expand technical courses at your great institution, would you suggest that we take funds from the present ongoing programs to the area's schools and the dropouts and other people, or would you suggest that you carry on just like you are presently carrying on?

Mr. **Miller**. Mr. Chairman, I would not recommend the latter. Rather than take away the difficult situation, but I would think we could make a strong stand for not further expanding the secondary level, the area schools, not building more bricks and mortar onto those.

I do not believe, sir, vocational technical education will ever receive its rightful place in society. The effectiveness and the image that we worry about will not be accomplished by the secondary level, integral level vocational education only.

I think we should move postsecondary vocational education with the fine job we have done as a result of the great act of 1963 with the secondary.

Therefore, then we would suggest that we might look at dollars being spent for expansion and let's carry the two along as a team, not all of our interests in institutions with entry level skills.

This will never, in my opinion, cause vocational education to enjoy the image it should.

Chairman **Perkins**. Let me compliment this distinguished panel. You have been most helpful to the committee. It may be that we will want you up here again to help us solve this knotty problem, unless we can convince the Administration that we should greatly expand. You have been most helpful to the committee.

Now, I am going to call on Mr. Pressler.

Mr. **Pressler**. Dr. Miller, I wanted to followup a little on what your placement record has been. How long do you try to keep track of graduates, and assuming that you do follow up on their job experience and performance, what are some of the followup things in addition to initial placement?

Mr. **Miller**. Well, mostly, most of our placement is accomplished on campus by our department heads because we have enough job offers that rarely do they ever have to go off campus in seeking satisfaction. We have a good record on campus.

Within 3 months after graduation of each class, three graduations a year, we send a followup questionnaire to ascertain if they are still employed, if they need help in relocating and so on and so on.

Initially questionnaires are not answered in great numbers and 40 percent we consider is very good. So many of them are employed in Oklahoma and some surrounding States by people who continue to come back to our campus for further recruiting that we somehow know real well that the placement is good.

I couldn't give you a percentage figure, but it is excellent. Not receiving college credits, they have but one place to go and that is to work.

Mr. PRESSLER. What kind of salaries do these people start at?

Mr. MILLER. Of course, it varies widely, since from our nearly 50 programs we have everything, say, from shoe repair to sophisticated electronics, but we have a goodly number, the bulk of our students are in five technical programs and they are going out from $650 to $1,000 a month. The average has moved up somewhat, a goodly number, not ust a few, but a goodly number going out at 700 or more per month. It has been terrific the last year or two.

Mr. PRESSLER. But I guess the 2 or rather 3 months is the only followup check on placements?

Mr. MILLER. We try, on all who answer our questionnaires, we will send them one questionnaire a year along with the Christmas greeting, as long as we can keep them answering, so we try to get that. I don't answer my own university very well, so this is a problem.

Mr. PRESSLER. What percentage at your university?

Mr. MILLER. We will end up with 20 percent answering finally after the first year, but this is not an indication of our knowledge of their employment because we are in contact through some 15 advisory committees, in contact with the employers, but I couldn't give you an exact answer of percentage that we know where they are today. It is very difficult.

Mr. PRESSLER. No further questions.

Thank you very much.

Mrs. CHISHOLM [presiding]. I would like to ask a number of questions, but I guess I will boil it down to about four.

First of all, I think the increased participation in the vocational education program in the past decade and the increased funding has not necessarily resulted in an increase educational enrollment and that the dropout rates amongst vocational educational students are quite high. Perhaps this is so because students do not see a relevance between the training they are receiving and the jobs that they are seeking or the jobs that are available or acceptable to them in their particular communities. They don't see any real coordination between the training that they are receiving and the availability of the kinds of jobs available in their specific communities.

Now, there seems to be a question here that I would like to ask Dr. Kamm and that is, is the thrust of your testimony that there should be a division of Federal vocational educational funds within each State, with one part going to high school programs and the other part going to postsecondary institutions. And, if you do believe that this should be, what would be the percentage for each?

Dr. KAMM. I think that this will vary from State to State, Mrs. Chisohlm. I think that in our own State, with the thrust in higher education that we have, that it is obvious, an increase of $10,000 for this great program, with the residential type programs of the gentleman next to me, would indicate that post-secondary people are not getting dollars that are deserved here.

Let me say this. I think there is a well-defined and appropriate role at both levels and I support the offerings at the secondary school level. I think that people, young men and women, are served well by many of these programs.

I think perhaps that others are not served well. I think that we, ourselves, have to look at what we are doing in a more critical eye, rather than just throw it out and assume that all is good.

Now, we like to think, in Oklahoma, that the kind of program that Mr. Miller and his colleagues offer and the kind of program that we have at Oklahoma City in our technical institute, that in a sense these serve as finishing programs, if I might use that term, for those who are really motivated to go on into fields of technical education, vocational education, and I think that the influx of young men and women coming from our secondary vocational technical program into Mr. Miller's program suggests this.

Most of the people who come there are people who finish. These are motivated people and they come there. As Mr. Miller indicated there are 25 different advisory bodies and there is communication between the real world of employment and the program of study.

That which I said critically, I think, of a lot of our secondary schools, does not apply to this program because there is real rapport and an in-touch relationship between what is going on on that campus and the world of employment.

Going back to my original point, though, I think that we need to look at ourselves very closely. I think we have funded programs in some cases that have not justified programs. That is why I think after 12 years we need to look at this very critically and sit down together, as the Chairman has proposed, and work these things out because we come back again that it is people and their needs that we are trying to serve and serve well. I don't know whether it answers your question.

Mrs. CHISHOLM. All right.

Thank you.

Dr. Rowlett, I would like to have you turn to page 2 of your testimony where you indicated, commencing on page 1, that the change in language clearly recognizes that there is a variety of postsecondary institutions, among them community colleges, 4-year colleges, and so on. The congressional intent as we interpreted it has been to place funding priorities on the merits of programs and not the length of time in operation or kind of institution in which the programs were located.

My question to you is this. Do you feel, or is it your belief on the basis of experience and substantive evidence that the 4-year college and/or university does a better job in terms of overall occupational education, as contrasted to the junior and community colleges?

Do you really believe the 4-year college or institution is attractive to students who are interested in acquiring occupational skills rather than liberal arts?

Dr. ROWLETT. Yes, ma'am, and I think we demonstrated this. Let me add, I place no valued judgment on the merits of these programs at 4-year colleges and universities in contrast to those at the 2-year community colleges or to our postsecondary noncollegiate level programs.

I think each operates well. The point that I am trying to make here is that I think the 4-year colleges' and universities' contributions have been overlooked in the funding process. I think it is obvious that there are many students who are attracted to these institutions and many of them with very long historic commitments to technical education and our placement records indicate that our students are succeeding.

We think that there are many approaches to postsecondary technical education, many valid approaches, but that, in terms of funding, the merits of these programs ought to be very carefully examined in terms of the intent of the act and in terms of intent of the quality of the programs and they ought to go on accordingly.

Mrs. Chisholm. Would you agree with me that there will be large numbers of students in this country who will not be able to attend 4-year institutions? Do you agree that the 2-year junior and community colleges, have been a real alternative for a person, who, because of financial consideration might never be able to enter the 4-year college. After all the 4-year colleges are primarily academically oriented for the preparation of the major types of professional careers.

Dr. Rowlett. What you are saying, Mrs. Chisholm, may be true of many 4-year colleges and universities. I don't think this is descriptive, however, of the typical college or university that belongs to the American Association of State Colleges and Universities.

At Eastern Kentucky University, as part of our statute, we have a responsibility to offer community college type programs. We, in effect, are a community college for the region that we serve and we have an open admissions policy of the same order that one would find at any of the public community colleges in Kentucky. Our registration fees are rather comparable to those and with the various student financial aid programs and more than half of our students receive some type of financial aid. We have provided access, through the legislation and support by the Congress, to permit these students to go to college.

Mrs. Chisholm. Thank you.

Mr. Miller.

Mr. Miller. No questions.

Mrs. Chisholm. Mr. Quie.

Mr. Quie. Thank you.

I am trying to read this fast to catch up here. I note from the testimony there is a suggestion that a greater percentage of the funds be set aside for postsecondary education and that that money be administered by one agency with secondary money administered by another agency.

Do you think that the legislation should recommend or permit a State to choose between dividing it into two boards or if they desire to have one board? Do you think it needs to be mandated on the Federal level if your recommendations are going to be accepted?

Whoever wants [illegible]nswer?

Dr. Kamm. W[illegible]sented testimony, Mr. Quie, that we felt the important thing [illegible]r the Congress to set down certain guidelines. It didn't matter [illegible]uch then who administered them.

Now, we think there are some problems the way it has been done and I think the evidence bears this out, what Mr. Miller has just said here, that as a result of the 1963 act, his operation, which graduates 1,000 students annually, received only $10,000 more.

Obviously, something is wrong in this kind of distribution. I think this is true elsewhere in the United States. But I think these things can be worked out and I think particularly that if you people will be pretty direct in terms of how and what you want, and I think this boils down to quality programs and quality service and that the State bodies, State body, whatever it is called, is mandated to properly fund programs at whatever levels they are, whatever they are serving well and I think we can take care of this now.

Another thing would be, and I don't personally oppose what has been suggested by our friend, the State Colleges and Universities Association, to have a separate board. We might just want to go that way.

The evidence of the last dozen years does not support us in the point we made ourselves, that, you know, that we would go with the present board, assuming there was a proper mandate from you.

It is a difficult one. But I don't believe it is the most important issue before us. I think the important issue is where do we go from here on the basis of 12 years experience, recognizing new needs to be served, new groups, whether it is the older people who are being retired or housewives or people because in inadequate dollars who have not been able to get the kind of education that is needed to serve modern day needs.

So, I think this is something that although we presented in a sense conflicting testimony here, that we wouldn't be hard to get along with either way it went, assuming that you people laid out specifically what is wanted here.

Mr. QUIE. Was Dr. Rowlett the one who recommended then that we mandate separate postsecondary?

Dr. ROWLETT. This is the position, Mr. Quie, of the AASCU group. I think out of an examination of the funding or lack of funding over the last 12 years of programs located at these institutions, that the Federal relations committee of AASCU felt that this would be perhaps the most direct way to remedy this inequity, and so recommended that a separate board be charged with this responsibility.

Mr. QUIE. Do your New York affiliates agree with that?

Dr. ROWLETT. On this I don't know.

Mr. QUIE. I think that is our problem. If we mandate, as mentioned in your testimony, Wisconsin, Washington, and Colorado to have a separate board for vocational education, Washington would want to keep the two separate and I image in other States they want them to be alone. I would expect that this Congress made up of Members from every State, would want to authorize as great an amount of flexibility as possible.

I don't think there is any way that any group, land grant colleges, State colleges and universities, or junior colleges or vocational technical schools can be protected from the others by the Federal Government. They have to learn to compete with each other. Do all of you have 1202 commissions operations now?

Dr. **Larson.** Yes.

Mr. **Quie.** Is there an indication that the 1202 commissions will help you in the mix between the vocational technical schools, community colleges, State colleges and universities, and land grant colleges.

Dr. **Kamm.** Interestingly enough, in the State of Oklahoma, the 1202 body is the body of the State region for higher education, so we don't have the problem there. The 1202 bodies, I think, could do this job if they had the money, you bet.

Dr. **Larson.** This is what we would think in Pennsylvania.

Dr. **Rowlett.** The 1202 commission in Kentucky was recently formed, so it is just going to get underway.

Mr. **Quie.** You don't know what it will do but hopefully it can bring about some of that coordination?

Dr. **Rowlett.** Yes.

Mr. **Quie.** If we funded title X I think the story would be a little different with regard to postsecondary education.

Dr. **Kamm.** I think our problem here in terms of the fact Wayne received $10,000 more as a result of this, is that our moneys of course are administered by the State vocational technical board which is secondary only, and I think that if this were in the hands of the 1202 commission of the State, we perhaps would see this money distributed in terms of all kinds of programs rather than just one level of programs.

Mr. **Quie.** The purpose of the 1202 commission is that everybody involved in postsecondary education would be consulted and consulting with each other. If we get title X funded, all administrative units in education would be involved in decisionmaking for administration of that money. Elementary and secondary administrative units would be part of it.

The only State I think right now where that would be possible is in the State of New York. I may be wrong, but I think that State is doing it.

I don't know which one of you recommended aid on a per capita basis or per student basis. Was this everybody in the university or was it just those who took vocational courses?

Dr. **Rowlett.** The students who are enrolled in less-than-baccalaureate-level technical programs and, as I pointed out, we have over 1,800 students in such programs at our university and we are funded at about $30 per student per year.

Mr. **Quie.** Do you have any private postsecondary institutions involved in similar type programs in Kentucky?

Dr. **Rowlett.** There are private institutions in Kentucky, yes, sir, proprietary institutions in particular.

Mr. **Quie.** How about nonprofit? Not proprietary but nonprofit?

Dr. **Rowlett.** Yes, I believe so.

Mr. **Quie.** Would you include them as well in your recommendation for providing a per student assistance?

Dr. **Rowlett.** This I have not weighed, or didn't weigh in my deliberations.

Mr. **Quie.** That is all the questions I have.

Dr. **Larson.** May I speak to that question?

Mr. **Quie.** Yes.

Dr. **Larson**. Representing the National Association of State University and Land Grant Colleges, there is a feeling, of course, that the institution is in the best position to provide the kind of program needed in the postsecondary occupational education should be given the opportunity for such, which is more or less the official position along this line, which seemed to be a good one.

Incidentally, we also commented about tuition reduction, if you will, to provide the opportunity for the student to have greater access to the programs which the postsecondary institutions have been offering for quite a period.

If I may, a question was asked earlier about the comparison, if you will, between the postsecondary institutions, as to the high schools or regional schools and this type of thing. I think one of the points or a couple of points that may not have been clearly stated are that the changes in the kinds of occupational education that society is demanding at this particular time, and the capacity then which an institution has, as it relates to expertise on its own faculty, as was mentioned by one or two others here today, the same faculty is teaching in the associate degree programs as are teaching in the baccalaureate programs and in many instances in the graduate programs. The kind of program activities that are normally associated with the vocational-technical, vocational school, if you will.

I was just looking at the types of programs, for example, which we have in mind as far as additions to our present 23 associate programs at Penn State and the predominant concern and interest is in the allied health field of respiratory therapy, radiological technology, occupational therapy, biomedical equipment, which, by the way, we have just gotten started on on the Commonwealth campus, the medics programs, a program such as mine equipment maintenance, plant maintenance and technology, these types of things in which we have traditionally carried a great deal of responsibility and for which we have expertise to carry out programs in good fashion.

Mr. **Quie**. Let me ask you about a problem that has arisen at Minnesota vocational-technical schools not charging any tuition costs to students who, I believe, were 21 and under or who are veterans in the services. I see in similar programs in the junior colleges or any other colleges or universities they pay tuition.

Do you have similar problems as that where the postsecondary institution does not charge tuition and another type does?

Dr. **Larson**. No, I do not know of any.

Dr. **Kamm**. We do in Oklahoma.

Mr. **Quie**. What are you doing in Oklahoma about that situation?

Dr. **Kamm**. I really think it boils down again to the quality of offering. There is some postsecondary work being done by our area vocational technical schools. The work of course in which we are engaged in Okmulgee where Mr. Miller is, or Oklahoma City, where the technical institute is, I think, to some measure, much more career oriented or much more, or it rather has a direct line in terms of subsequent employment. We charge the same tuition rate at Okmulgee as we do on the Stillwater Campus. People are moving on to advance degrees, same level of tuition; there is a high tuition charge.

But I feel, and again those of you who visited can bear this out, but I think there is a quality of operation there that sticks out solidly

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and people know it, both if they are enrolled in the programs or come to look at the end product.

So I think the investment is worth it. I think most people feel it is. I think those 1,000 graduates annually feel it is.

Mr. Quie. You are saying the higher quality, the more tuition is charged or what?

Dr. Kamm. No, I think that it happens that in the programs in which they are engaged where the higher tuition is charged that these are, and I used the term I think before you came in, these are to some extent the finishing schools and they are tacked on top of the work of the vocational technical schools and I think that works out nicely.

Wayne, you might want to comment on that.

Mr. Miller. Well, 41.6 percent of our budget comes from fees, so that makes you think, we are in this business now of competing with those not charging any fees versus this kind of situation.

I think one outstanding thing, Congressman Quie, we have to do, is to raise the sights, the goals, the ambitions of this secondary vocational technical student, that there is indeed nationwide too much emphasis on entry level jobs.

Therefore, little brothers and neighbors and all see the person who has gone on, been actually motivated into or recommended into occupation at the end of grade 12. This morning I met with a national association person who used this figure—it is his figure, not mine—only 14 percent of the tech automotive graduates ever accept their course automotive jobs and few of them stay.

If that is true, perhaps we should not expect 12th graders to be mature enough to have made this lifelong decision at the end of their grade 12.

We have not done it in all of our other systems of education and indeed there ought to be put more emphasis on, you need more material, there is much more knowledge today in auto mechanics than you can learn in 2 years of high school, especially in your immature years and we will indeed, if we fund high quality postsecondary programs do much for the image, more meaningful enrollment in secondary programs unless you are going over to college where we say we are more or less nonacademics, that is what their peers do, they go off to college.

There is some pride—if we say: "You stay home in the vocational school," there is no pride and few job opportunities. If we have 25 to 40 of them in your State there is not too much equipment.

Mr. Quie. Let me see if you are talking about the same thing. Are you talking only about the secondary vocational technical program or both secondary and postsecondary when you say, "not having the pride and stay home," and so forth.

Mr. Miller. I am talking about the secondary programs that emphasize entering the labor market at the end of grade 12. Some people must, and that is fine. I think they ought to have some salable skills but I hate for their sights not to be any higher than that.

Dr. Kamm. I think we might appropriately point out at this point that there are people who would like to come to Okmulgee, this residential-type vocational school that are not now coming because of high tuition, which we must charge and if we get a flow of some additional dollars here, maybe we can reduce that funding.

Mr. QUIE. What tuition?

Mr. MILLER. $211 per trimester, 15-plus weeks. That is just fee, not room and board.

Mr. QUIE. So they have to pay for room and board, no matter what.

Mrs. CHISHOLM. I have a brief question before I call on my last colleague.

How would you gentlemen be implementing title IX of the Educational Amendments of 1972?

Dr. KAMM. We have been implementing them with vigor.

Mrs. CHISHOLM. Be concrete. Can you be more concrete? What have you been actually doing?

Dr. KAMM. Yes, this is a very important part of our operation. As educators, I would say, I would put it this way, any educator who is not committed to equal opportunity for all, is not a good educator in my judgment.

It seems to me that it is paramount. It is a part of our commitment to make sure that there is equal opportunity for all, regardless of whether they are rich or poor, or black or white, or whatever their religious faith may be. This is the way we operate.

Of course, as you know, we have been, or we are a part of a society, that through the years, has engaged in certain practices that have been less than, that provided less than equal opportunity, so we are having to change, we are overdue, we should have recognized these things before people starting telling us we should do things in a certain way.

To implement this, we have, for example, an office of affirmative action, a lady who, a professor of economics, in our case is our director of action.

We are making progress in all areas. It is a process, it is not an event. As you know, you don't, or you dictate it and you don't. You have to work within a system and change comes sometimes not as fast as we want.

But, goodness, we have great intercollegiate teams with women athletes now and we are moving on it and it is the way it should have been long ago.

Dr. ROWLETT. I will echo Mr. Miller's sentiments.

Dr. LARSON. I do, too.

Mr. GOODLING. One quick comment.

First of all, last week I was critical of my State for not going up for hearings we were having, critical and disappointed, so I am happy the great Pennsylvania University is represented today. You hear about them in football but really their claim to fame is quality education for all groups, any kind, right close to their back door, so they can commute from home and be less expensive.

I do have one question that I am sure has probably been raised while I was getting F-111's in one ear, and black lung in another, and foreign aid, and so on.

Last week we were very concerned about planning. Of course I am very concerned about planning today. I am sure you probably touched on this issue.

I will ask my own people from Pennsylvania basically, since I am familiar with their setup, what is your relationship in this whole planning business in vocational education in relation to instructors and Secretary Pittinger, et cetera. Is there a good relationship; is there a good planning program that the left hand knows what the right hand is doing and so on, without mentioning, I shouldn't have mentioned personalities?

Dr. LARSON. Our relationships with the Department are good. However, as far as the types of planning taking place at the present time that does not necessarily include extensive consideration of the vocational aspect. We do need additional statewide planning, if you will, that would involve all of the agencies and the institutions in the total plan for the State.

In other words, this piece of legislation might improve the situation if we insist there is some type of careful planning kindergarten through 12, or whatever grade we might want.

Dr. LARSON. We should have such a planning group, including as I say all considered parties and institutions responsible for planning, for development and for the, as I mentioned in the presentation, and for an overview as to what is going on on a continuing basis, if you will.

Mr. GOODLING. That is something we have to keep in mind as we think about this bill, so we bring it about even if the State wants to resist.

Dr. LARSON. Right.

Mrs. CHISHOLM. Any further questions from the Congresspersons? Then we stand adjourned for today.

Thank you.

[Whereupon, at 3:35 p.m., the committee was recessed, to reconvene at 10:30 a.m., Wednesday, February 26, 1975.]

H.R. 4797, the recommendations of The National Association of State Universities and Land-Grant Colleges, subsequently introduced on March 12, 1975.

[Material submitted for inclusion in the record follows:]

[H.R. 4797, 94th Cong. 1st sess.]

A BILL To amend the Vocational Education Act of 1963 to improve the administration of postsecondary vocational education programs, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Postsecondary Vocational Education Act of 1975".

AMENDMENT PERTAINING TO DECLARATION OF PURPOSE

SEC. 2. Section 101 of the Vocational Education Act of 1963 is amended by inserting after the term "vocational education" wherever such term occurs the following: "and postsecondary occupational education.".

DEFINITION OF POSTSECONDARY OCCUPATIONAL EDUCATION

SEC. 3. (a) Section 108(1) of such Act is amended by inserting immediately before the period at the end thereof the following: "; such term does not include training, retraining, guidance, counseling, instruction, and education of individuals who are sixteen years of age or older and who have graduated from or who have left elementary or secondary school.".

(b) Section 108 of such Act is amended by redesignating paragraph (2) through (13) as paragraphs (4) through (15), respectively, and by inserting immediately after paragraph (1) thereof the following new paragraphs:

"(2) The term 'postsecondary occupational education' means education, training, or retraining (and including guidance, counseling, and placement services) for persons sixteen years of age or older who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a State, which is designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations (including new and emerging occupations), or to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specified by regulation, to be generally considered professional or which require a baccalaureate or advanced degree.

"(3) The term 'postsecondary occupational education institution' means an educational institution in any State which—

"(a) admits as regular students only persons sixteen years of age or older who have graduated from or left elementary or secondary school,

"(b) is legally authorized within such State to provide a program of education beyond secondary education, including community and junior colleges and other institutions of higher education (including branch campuses) as well as area and postsecondary schools and technical institutes,

"(c) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree,

"(d) is a public institution, and

"(e) is accredited by a nationally recognized accrediting agency or association or, if not so accredited,

"(A) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or

"(B) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited.

Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (a), (b), (d), and (e). For purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered."

ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL EDUCATION AND OCCUPATIONAL EDUCATION

SEC. 4. (a) Part A of such Act is amended by adding at the end thereof the following new section:

"STATE APPLICATION AND ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL EDUCATION AND POST-SECONDARY OCCUPATIONAL EDUCATION

"SEC. 110. (a) To be eligible for its allotment for a fiscal year under section 103(a)(2), a State shall submit to the Commissioner an application including the following:

"(1) assurance that the State's allotment for a fiscal year under section 103(a)(2) shall be divided into two parts. One part of such allotment may be used only for grants under subpart 1 of part B, and the other may be used only for grants under subpart 2 of part B. The part to be used for grants under subpart 1 shall be known as the State's vocational education allotment for that year, and the part to be used for grants under subpart 2 shall be known as the State's postsecondary educational allotment for that year;

"(2) assurance that not less than 40 per centum of the funds allotted to the State under section 103(a)(2) for the programs and activities under each of the two subparts;

"(3) providing for a mechanism or procedure, consistent with State law and State organizational structure, for a joint determination by the State board, as designated under subpart 1 of part B, and the State commission, as designated under subpart 2 of part B, of the most effective and equitable allocation of the remaining 20 per centum (remaining after the basic 40 per centum allocations) between subpart 1 and subpart 2 of part B, taking into consideration the purposes of the Act as set forth in section 101 and the State plans or State planning as required under each subpart;

"(4) setting forth a mechanism or procedure which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to carrying out the purposes of this Act;

"(5) agrees to submit to the Commissioner such State plans or documents as required under subparts 1 and 2 of part B as are required for participation by the State in the programs authorized by those subparts.

"(b)(1) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State, finds that any of the assurances required by this part are unsatisfactory, or that there is a failure by the State to comply with such assurances or other requirements of this section, the Commissioner shall notify the State that no further payments will be made to the State under any program authorized by this part until the Commissioner is satisfied that there has been or will be compliance with the requirements of this section.

"(2) A State which is dissatisfied with a final action of the Commissioner under this section may appeal to the United States court of appeals for the circuit in which the State is located by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court, affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action."

(b)(1) Part B of such Act is amended by inserting immediately before the title of section 121 the following:

"Subpart 1—Vocational Education Programs"

(2) Section 121 of such Act is amended to read as follows:

"SEC. 121. From the sums made available for grants under this subpart pursuant to section 102, 103, and 110, the Commissioner is authorized to make grants to States to assist them in conducting vocational education programs for individuals in all communities of the States, which are designed to insure that education and training programs for career vocations are available to individuals who desire and need such programs."

(3) Section 122(a) of such Act is amended by striking out paragraphs (2) and (3) and by redesignating paragraphs (4) through (8) thereof as paragraphs (2) through (6), respectively, and section 102(b) and section 103(c) of such Act are each amended by striking out "section 122(a)(4)(A)" and inserting in lieu thereof "section 122(a)(2)(A).".

(4) Section 122(c) of such Act is amended to read as follows:

"(c)(1) At least 25 per centum of that portion of each State's vocational education allotment of funds appropriated under section 102(a) for any fiscal year beginning after June 30, 1969, which is in excess of its base allotment shall be used only for the purpose set forth in paragraph (2)(A) of subsection (a): *Provided*, That for any such fiscal year the amount used for such purpose shall not be less than 15 per centum of the total allotment of such funds for each State, except as any requirement under this paragraph may be waived for any State by the Commissioner for any fiscal year upon his finding that the requirement imposes a hardship or is impractical in its application.

"(2) At least 10 percentum of each State's vocational education allotment of funds appropriated under section 102(a) for any fiscal year beginning after June 30, 1969, shall be used only for the purpose set forth in paragraph (2)(B) of subsection (a).

"(3) As used in this subsection, the term 'base allotment' means the sum of the allotments to a State for the fiscal year ending June 30, 1969, from (A) sums appropriated under section 102(a) of this Act, (B) the Smith-Hughes Act (that is, the Act approved February 23, 1917 (39 Stat. 929; 20 U.S.C. 11–15, 16–28)), (C) the Vocational Education Act of 1946, and (D) any of the supplementary vocational educational Acts (including, in the case of American Samoa, section 2 of the Act of September 25, 1962, 48 U.S.C. 1667)."

(4) Section 123(a) of such Act is amended by striking out "this title" wherever such term occurs, except in paragraph (10), and inserting in lieu thereof "this subpart," by striking out "all population groups" in paragraph (6)(B) and inserting in lieu thereof "individuals," by striking out "this part" in paragraph (11) and inserting in lieu thereof "this subpart," and by striking out "all persons" in paragraph (11) and inserting in lieu thereof "individuals".

(5) Section 123(b) of such Act is amended by striking out "this part" and inserting in lieu thereof "this subpart".

(6) Section 123(c) and section 123(d) of such Act are each amended by striking out "this title" wherever such term occurs and inserting in lieu thereof "this subpart".

(7) Section 124 is amended by striking out "this part" in subsection (a) and inserting in lieu thereof "this subpart" and by striking out "this title" wherever such term occurs in subsections (b) and (c) and inserting in lieu thereof "this subpart".

POSTSECONDARY OCCUPATIONAL EDUCATION

SEC. 5. (a) Part B of such Act is amended by adding at the end thereof the following:

"Subpart 2—Postsecondary Occupational Education Programs

"AUTHORIZATION FOR STATES TO USE POSTSECONDARY OCCUPATIONAL EDUCATION ALLOTMENT

"SEC. 125. A State shall be authorized to use the funds allotted to it under the postsecondary occupational education allotment for each fiscal year for the activities set forth in section 126 in order to promote access to postsecondary occupational education programs in such State, provided that such State has met the requirements as set forth in Section 127.

"USES OF FEDERAL FUNDS

"SEC. 126. (a) A State may use its postsecondary occupational education allotment only for—

"(1) programs to promote access to postsecondary occupational education as set forth in section 129;

"(2) planning related to promotion of access to postsecondary occupational education by State commissions as set forth in section 128;

"(3) administration of the program authorized in this subpart by the State agency designated in accordance with section 127; and

"(4) evaluation of the program under this subpart, and the dissemination of the results of such evaluation pursuant to section 127(5);

except that, not more than per centum shall be used for the purpose in paragraph (3), not less than per centum nor more than per centum shall be used for the purpose of paragraph (2), and not less than per centum nor more than per centum shall be used for the purpose of paragraph (4).

"(b) Of a State's postsecondary occupational education allotment for a fiscal year, 10 per centum may be used only for programs and activities as authorized under section 129 to benefit handicapped persons, and 15 per centum may be used only for programs and activities as authorized under section 129 to benefit persons (other than handicapped persons as defined in section 108(8)) who have academic, socioeconomic, or other handicaps which prevent them from succeeding in the regular postsecondary occupational education program.

"STATE APPLICATION FOR POSTSECONDARY OCCUPATIONAL EDUCATION

"SEC. 127. (a) Pursuant to agreement provided in section 110(5), the State shall:

"(1) designate the State commission established pursuant to section 1202(a) of the Higher Education Act of 1965 as the State commission to carry out planning as required under this subpart;

"(2) designate or provide for the establishment of a State agency authorized in accordance with State law as the State agency for disbursement of the State's postsecondary education allotment in accordance with the planning by the State commission, and for proper fiscal control and accounting of funds granted to a State under this subpart;

"(3) provides assurance that funds granted the State will be used only for purposes set forth in section 126, in a manner which is consistent with the State planning as required in section 128;

"(4) provides that the State commission designated under paragraph (1) shall undertake a continuous program of planning, in consultation with appropriate State agencies and institutions, in accordance with section 128;

"(5) provides that the State commission designated under paragraph (1) shall annually evaluate, with participation by the State Advisory Council on Occupational and Vocational Education, the use by the State of funds allotted to the States under this subpart in relationship to the State plan required under section 128(b), including consideration of the relative effectiveness of various means used by the State to promote access to postsecondary occupational education; and provides that the results of such evaluation shall be reported to the Commissioner at such times and in such form as the Commissioner may reasonably require.

"(6) requires that each postsecondary occupational education institution which receives Federal funds under this subpart shall use such funds only for the postsecondary occupational education programs for which such funds were granted and shall provide assurances to the State agency designated pursuant to paragraph (2) that such funds will be used so as to supplement and not supplant, the level of funds from other sources available for such programs; and

"(7) provides that the State's postsecondary occupational education allotment for a fiscal year, shall pay for not more than 50 per centum of the total expenditures made in carrying out the planning, administration, programs, and activities under this subpart.

"(b) The provisions of section 434(b)(3) of the General Education Provisions Act shall apply to any State application submitted under this section.

"STATE PLAN AND PLANNING

"SEC. 128. (a) The State commission designated pursuant to paragraph (1) of section 127 shall undertake a continuous program of statewide planning for postsecondary occupational education, which shall—

"(1) assess the existing capacity, or potential capacity, of all public postsecondary education institutions in the State (without regard to whether such institutions are under the supervision of the State board of vocational education) to undertake programs to promote access to postsecondary occupational education;

"(2) determine student demand for postsecondary occupational education programs;

"(3) determine, in coordination with planning as required under the Comprehensive Employment and Training Act, of manpower needs in the State as a whole, and in the political subdivisions thereof;

"(4) propose methods for extending the benefits of postsecondary occupational education to groups not served by such programs, including improved outreach, recruitment, guidance, and counseling;

"(5) investigate and propose various methods to promote access to postsecondary occupational education; and

"(6) propose methods to give special consideration to the occupational education needs of persons for whom a full-time program is not feasible, such as housewives and persons currently employed full time who wish to upgrade their skills.

"(b) Prepare, with the advice of the State advisory council on vocational and occupational education, an annual State plan, which shall serve as the basis for disbursement of the State's allotment for that year by the State agency designated in accordance with paragraph (2) of section 127. Such annual State plan shall:

"(1) specify the means to be used in selecting postsecondary occupational education institutions to receive funds and the means to be used for determining the amount of funds to be granted to each such institution;

"(2) provide for the distribution of funds by the State agency according to (a) a distribution formula based on objective criteria, (b) determinations (based upon objective criteria) as to which postsecondary occupational education programs will most effectively and economically meet previously ascertained needs, or (c) a combination of the methods for distribution of funds described in (a) and (b);

"(3) contain the provisions required under (1) and (2) in sufficient specificity to enable the Commissioner to determine whether actual decisions under such plan conform to those requirements of such plan pursuant to section 127(a)(5);

"(4) give special consideration to students who desire to continue their education after high school but are unable to do so on a full-time basis, so that programs for these part-time students will receive considerations equal to that given to programs for full-time students;

"(5) include as eligible public postsecondary occupational education institutions not only such institutions as may be under the supervision of the State Board of Vocational Education; and

"(6) provide that programs authorized by this part may be carried out through contractual arrangements with private nonprofit postsecondary institutions where such arrangements can make a contribution to achieving the purposes of this part by providing substantially equivalent education, training, or services more readily or more economically, or by preventing needless duplication of expensive physical plant and equipment, or by providing needed education or training of the types authorized by this part which would not otherwise be available.

"PROGRAMS TO PROMOTE ACCESS

"SEC. 129. In accordance with the State plan prepared by the State Commission pursuant to section 128, the State agency designated pursuant to section 127 shall disburse funds under this subpart to postsecondary occupational education institutions in the State in order to promote access to postsecondary occupational education, including programs such as the following:

"(1) Programs to reduce tuition and fees, but any such program would be required to include appropirate reductions in the tuition and fees charged part-time quired. Whether tuition and fees are reduced could be determined by comparison with those charged for courses which, though not supported under the Act, have comparable instructional costs, by comparison with the tuition and fees previously charged for the same course, or by such other method as the Commissioner deems will assure the tuition and fees charged are lower than they would be but for the grant.

"(2) Programs of inservice training, for guidance and counseling personnel serving in elementary and secondary schools in order to familiarize such personnel with opportunities afforded by postsecondary occupational education.

"(3) Programs under which payments are made to assist institutions to meet their costs of instruction, but only where such payments are linked to progressively increasing occupational enrollments.

"(4) Curriculum development programs for new curriculums and modifications of old curriculums to meet the job market.

"(5) Programs to broaden the types of institutions providing these programs so that the variety in the types of institutions will meet the needs and desires of an increased number of students.

"(6) Innovative arrangements, including competency based learning under which courses given in postsecondary occupational education programs may be counted for credit toward a bachelor's degree where the student chooses to continue his education.

"EVALUATIONS BY COMMISSIONER

"SEC. 130. In carrying out his duty under section 417 of the General Education Provisions Act to make annual evaluative reports to the Senate and House Education Committees, the Commissioner shall give special attention to evaluation of the various means for promoting access to post-secondary occupational education programs to assist the Congress in its oversight responsibilities."

AMENDMENTS TO NATIONAL AND STATE ADVISORY COUNCIL PROVISIONS

SEC. 6. (a) Section 104(a) of such Act is amended as follows—

(1) Paragraph (1) of such subsection is amended by striking out "National Advisory Council on Vocational Education" and inserting in lieu thereof "National Advisory Council on Vocational and Postsecondary Occupational Education", and by inserting after "programs" in subparagraph (C) the following: "and postsecondary occupational education programs".

(2) Paragraph (2) of such subsection is amended by inserting the following after "vocational education programs" each time it appears: "and postsecondary occupational education programs".

(3) Paragraph (5) of such subsection is amended by striking out "vocational education" wherever such term occurs, and inserting in lieu thereof "postsecondary occupational education".

(b) Section 104(b) of such Act is amended as follows—

(1) Subparagraph (A) of section 104(b)(1) of the Act is amended by redesignating clauses (iii) through (ix) as clauses (iv) through (x), respectively, and by striking out clause (ii) and inserting in lieu thereof the following clauses:

> "(ii) representative of community and junior colleges and other postsecondary occupational education institutions, as defined in section 108 of this Act,
>
> "(iii) representative of area vocational schools, technical institutes, and adult agencies or institutions, which may provide programs of vocational or technical education and training,".

(2) Subparagraph (B) of section 104(b)(1) of the Act is amended by inserting the words "subpart 1 of" after the words "State plan submitted pursuant to".

(3) Subparagraphs (C) and (D) of section 104(b)(1) of the Act are redesignated subparagraphs (D) and (E), respectively, and a new subparagraph (C) shall read as follows:

> "(C) advise the State Commission designated or established pursuant to section 127(a)(1) of subpart 2 of part B with respect to the evaluation required pursuant to paragraph (5) of section 127(a), and with respect to the continuous programs of statewide planning for postsecondary occupational education and development of the annual State plan pursuant to section 128;".

TECHNICAL AMENDMENTS TO PARTS C THROUGH J OF THE VOCATIONAL EDUCATION ACT OF 1963

SEC. 7. Parts C, D, E, G, H, I, and J of such Act are each amended by inserting after "vocational education" wherever such term occurs the following: "and postsecondary occupational education".

EFFECTIVE DATE

SEC. 8. The amendments made by sections 1 through 7 of this Act shall take effect on October 1, 1976.

PLANNING GRANTS

SEC. 9. (a) There hereby authorized to be appropriated for grants under this section such sums as may be necessary for the period which begins July 1, 1975, and ends September 30, 1976.

(b) The Commissioner shall carry out a program of grants to State commissions established pursuant to section 1202 of the Higher Education Act of 1965 which apply for such grants, at such times and in such manner as the Commissioner shall determine, for purposes of enabling such commissions to plan programs under subpart 2 of part B (as added by section 5 of this Act) of the Vocational Education Act of 1963, including the development of State plans under section 128 of such subpart.

AMENDMENTS TO SECTIONS 1202 AND 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED

SEC. 10. Section 1202 is amended to read as follows:

"SEC. 1202. (a)(1) Any State desiring to receive assistance after September 30, 1976, from any person authorized by this Act which requires the use of a State agency or State commission, or to use funds received by such State under the Vocational Education Act of 1963, as amended, for the purpose of postsecondary education, shall submit to the Commissioner prior to August 1, 1976, a State plan, which—

"(A) designates the State agency responsible, in accordance with State law, for comprehensive statewide planning for postsecondary education, as the "State commission," or if no State agency with such responsibility exists, designates an existing agency or establishes a new agency as the "State commission" which shall be authorized in accordance with State law to be responsible for comprehensive statewide planning for postsecondary education in that State;

"(B) sets forth the means to be used by such State, consistent with State law and unique State circumstances, to assure direct and active participation in the comprehensive planning for postsecondary education by the State commission designated or established pursuant to subparagraph (B), through membership on the State commission or through advisory councils to the State commission or through other appropriate means, of representatives of the general public, and public and private nonprofit and proprietary institutions of postsecondary education in the State, including community colleges (as defined in title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four-year institutions of higher education and branches thereof;

"(C) sets forth a plan of administration to assure—

"(i) that State agencies or State commissions in such State required by this Act and by the Vocational Education Act of 1963, if such State agencies or State commissions are not the same as the State commission designated or established under this section, are administered in a manner consistent with the comprehensive statewide planning for post-secondary education carried out by the State commission designated or established under this section;

"(ii) that an administrative device has been established which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to comprehensive statewide planning for postsecondary education;

"(D) sets forth the criteria and means to be used by the State to evaluate the effectiveness of comprehensive statewide planning by the State commission, and to evaluate the effectiveness of the means used for the purpose of subparagraph (B) and the plan of administration for the purpose of subparagraph (C);

"(E) provides for submission to the Commissioner of an annual report not later than August 1 of each year beginning in fiscal year 1977, containing revisions, if any, in the information and assurances in the State plan as required in this section, the results of the evaluations carried out as specified by the State in accordance with subparagraph (D), and such other information as the Commissioner may reasonably require to assess the response of the State to the requirements of this section;

"(2)(A) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State, finds that any of the assurances required by paragraph (1) are unsatisfactory, or that there is a failure by the State to comply with such assurances or other requirements of this section, the Commissioner shall notify the State that no further payments will be made to the State under any program authorized by this Act, which requires the use of a State agency or State commission, or under the Vocational Education Act of 1963, as amended, with respect to postsecondary education, until the Commissioner is satisfied that there has been or will be compliance with the requirements of this section.

"(B) A State which is dissatisfied with a final action of the Commissioner under this section may appeal to the United States court of appeals for the circuit in which the State is located by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court, affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

"(b)(1) At any time after July 1, 1973, a State may designate the State commission established under subsection (a) as the State agency or institution required under section 105, 603, or 704. In such a case, the State commission established under this section shall be deemed to meet the requirements of such sections for State agencies or institutions.

"(2) If a State makes a designation referred to in paragraph (1)—

"(A) the Commissioner shall pay the State commission the amount necessary for the proper and efficient administration of the State commission of the functions transferred to it by reason of the designation; and

"(B) the State commission shall be considered the successor agency to the State agency or institution with respect to which the designation is made, and actions theretofore taken by the State agency or institution shall continue to be effective until changed by the State commission.

"(c)(1) If any State desires to receive assistance under title VI or under title VII but does not desire, after June 30, 1973, to place the functions of State commissions under such titles under the authority of the State commission established pursuant to subsection (a),

"(A) such State shall establish for the purposes of such titles a State commission which is broadly representative of the public and of institutions of higher education (including junior colleges and technical institutes) in the State, and such State commission shall have the sole responsibility for the administration of State plans under such titles VI and VII within such State; and

"(B) the Commissioner shall pay such State commissions the amount necessary for the proper and efficient administration of the State commissions of the functions set forth in such titles VI and VII, except that no such payments shall be made unless the State has complied with the requirements set forth in subsection (a) of this section.

"(d) For the purposes of this section, when the term 'State' is used with respect to establishement or designation of State commissions or submission of State plans or assurances to the Commissioner, that term shall mean the Governor or legislature of the State, or in the case of States in which members of the State agency responsible under State law for comprehensive statewide planning for postsecondary education are elected (including election by the State legislature), such State agency."

SEC. 11. Section 1203 is amended to read as follows:

"SEC. 1203. (a) The Commissioner is authorized to make grants to any State commission established pursuant to section 1202(a) to improve the quality and to broaden the scope of comprehensive statewide planning for postsecondary education by such State commission in order promote efficient and effective use of all the postsecondary education resources of the State—public, private nonprofit, and proprietary as well as both collegiate and noncollegiate postsecondary education institutions—to the end that all persons within the State who desire, and who can benefit from postsecondary education may have an opportunity to do so. The Commissioner shall promulgate by regulation criteria for evaluating applications from State commissions for grants under this section in accordance with the objectives set forth in this subsection.

"(b) The Commissioner shall make technical assistance available to State commissions, if so requested, to assist them in achieving the purposes of this section.

"(c) There are authorized to be appropriated such sums as may be necessary to carry out this section."

SEC. 12. Subsection (a) of section 1204 shall read as follows:

"SEC. 1204. (a) Nothing contained in sections 1202 or 1203 of this Act shall be construed as a Federal authorization, requirement, or suggestion that the State commission established pursuant to subsection 1202(a) shall be authorized under either Federal or State law to regulate, govern, or administer an institution or institutions of postsecondary education, except that this section does not prohibit actions by States, in accordance with the laws of such States, to assign functions in addition to comprehensive statewide planning for postsecondary education to the State commissions established pursuant to subsection 1202(a)."

SEC. 13. The amendments made by sections 10 through 12 of this Act shall be effective July 1, 1975.

EASTERN KENTUCKY UNIVERSITY,
Richmond, Ky., June 17, 1975.

HON. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR CARL: On February 25 John Rowlett presented testimony before your Committee regarding the involvement of colleges and university in less-than-baccalaureate level technical programs and the need for a revised system of allocating federal funds to support these programs. His testimony was based on past studies as well as one that was in progress at that time.

I have attached an abstract of the current study and will send you a full report within the next few weeks. I would call your attention to the following findings:

Number of less-than-baccalaureate level technical programs at public 4-year colleges and universities: 1967, 1971, and 1975

Year of study:	Number of programs
1967	619
1971	1,097
1975	2,123

Enrollments in less-than-baccalaureate level technical programs at public 4-year colleges and universities: 1967, 1971, and 1975

Year of Study:	Enrollments
1967	35,551
1971	57,145
1975	105,931

These findings show quite conclusively that four year colleges and universities are heavily involved in providing technical education through less-than-baccalaureate level programs with the most dramatic increases occurring during the past four years. I hope that a new plan can be devised to insure that federal post-secondary vocational funds are distributed equitably to all institutions, whether vocational schools, community colleges, or four year colleges and universities. It seems to me that a formula based on F.T.E. enrollments would have a great deal of merit.

I hope that you will contact me if additional information is needed.

Cordially yours,

ROBERT R. MARTIN,
President.

Attachment.

ABSTRACT

LESS-THAN-BACCALAUREATE LEVEL TECHNICAL EDUCATION PROGRAMS IN FOUR-YEAR COLLEGES AND UNIVERSITIES

INTRODUCTION

In cooperation with the American Association of State Colleges and Universities (AASCU) and the National Association of State Universities and Land-Grant Colleges (NASULGC), Eastern Kentucky University has conducted studies to ascertain the status of less-than-baccalaureate level technical education programs in public four-year colleges and universities. These similarly designed studies conducted in 1967, 1971, and again in 1975, when viewed in total, provide an overall picture of the continuing commitment of AASCU and NASULGC institutions toward the provision of these types of educational programs.

The sources of data for these studies were questionnaires mailed to the Presidents of the member institutions of AASCU and NASULGC. The 1967 study was based on a usable response of 76.8 per cent, the 1971 study yielded 79.6 per cent, and the 1975 study produced an overall return of 93.2 per cent with 94.2 per cent of the AASCU and 90.8 per cent of the NASULGC institutions responding.

PROGRAMS

The 1975 study revealed that 76 per cent of these institutions offered some form of technical education programs; whereas, the 1967 and 1971 studies revealed that approximately 65 per cent (65.6 and 65.5 per cent respectively) of the responding institutions provided such programs. In terms of numbers of institutions the 1975 study revealed a 64 per cent increase over 1967 and a 41.4 per cent increase over 1971. Expressed somewhat differently, the 1975 study indicated that 74.2 per cent of the AASCU and 80.7 per cent of the NASULGC institutions were offering technical education programs.

With respect to programs of less-than-baccalaureate level, the 1975 study shows a dramatic increase in the number of these programs offered. The 2123 programs therein reported constitute an increase of 242.9 per cent over the 619 programs reported in 1967 and a 93.5 per cent increase over the 1097 programs reported in 1971. These same data also disclose that the number of less-than-baccalaureate programs in AASCU institutions have risen from 708 in 1971 to 1462 in 1975, an increase of 106.5 per cent. Similarly, the number of these types of programs in NASULGC institutions has risen from 389 in 1971 to 661 in 1975, a percentage increase of 69.9. AASCU institutions accounted for 68.9 per cent of the 2123 programs reported.

Most of these increases in the number of less-than-baccalaureate programs are reflected by two-year programs which total 1549 or 72.9 per cent of the total with one-year programs accounting for an additional 11.1 per cent for a total of 84 per cent. This compares with the 85.9 per cent concentration at these same two levels in the 1971 study and 88.7 per cent concentration in 1967.

Two-year programs increased from the 505 offered in 1967 to 589 in 1971 and to 1549 in 1975. This represents a total increase of 206.7 per cent since 1967 and a 80.3 per cent increase since 1971. AASCU institutions have exhibited the highest portion of this change by increasing the number of two-year programs from 546 in 1971 to 1038 in 1975, a percentage rise of 90.1, while NASULGC institutions have moved from 313 two-year programs in 1971 to 511 in 1975 for a 63.3 per cent increase. The number of institutions offering two-year programs moved from 108 in 1967 to 132 in 1971, and to 177 in 1975, a total which represents an increase of 63 per cent for the period 1967 to 1975 and an increase of 34.1 per cent for the period 1971 to 1975.

ENROLLMENTS

Data describing enrollments in less-than-baccalaureate level programs indicate that extremely significant increases have occurred since 1967 when a total of 35,551 enrollments were reported. This number increased to 57,145 in 1971, an increase of 81.1 per cent. The number of enrollments reported in 1975 totaled 105,931 which represents an increase of 85.4 per cent over 1971 and 235.7 per cent over 1967. In addition to this increase, the total does not include enrollments in 171 programs for which such data were not reported.

Enrollments in these programs within the AASCU institutions rose from 32,363 in 1971 to 50,795 in 1975, an increase of 56.9 per cent, while enrollments in NASULGC institutions during the comparable period increased from 24,782 to 55,136 or 122.5 per cent.

In terms of enrollments in two-year programs, 25,668 students were reported in 1967. This number increased to 52,808 in 1971 and to 92,442 in 1975 revealing a 260.1 per cent increase over 1967 and a 75.1 per cent increase over 1971. AASCU institutions reported increases from 25,128 in 1971 to 44,107 in in 1975, or a 75.5 per cent increase and NASULGC institutions reported enrollment increases from 27,680 in 1971 to 48,335 in 1975, an increase of 74.6 per cent.

The data indicate that a great majority, 87.3 per cent, were enrolled in two-year programs in 1975. Two-year enrollments in AASCU institutions accounted for 86.8 per cent of the total and for NASULGC institutions, 87.6 per cent. Although slight increases were shown, the data compare closely with 1971 and 1967 when 83.8 per cent and 81.4 per cent respectively were enrolled in two-year programs.

CONCLUSIONS

The interpretation of the data presented by this study tends to support the following conclusions:

1. Member institutions of AASCU and NASULGC are involved to considerable extent in providing technical programs of less-than-baccalaureate level. Their involvement increased sharply between 1967 and 1971 and again by 1975.
2. Enrollments in less-than-baccalaureate technical programs also increased dramatically between 1967 and 1971 and again by 1975. This trend was also clearly evident in both AASCU and NASULGC institutions.
3. Two-year techincal programs constituted the greatest portion of the less-than-baccalaureate level offerings at both AASCU and NASULGC institutions.
4. Enrollments in two-year technical programs constitute the great majority of all enrollments in programs of less-than-baccalaureate level at both AASCU and NASULGC institutions.
5. The most significant trend in the development of less-than-baccalaureate level technical programs continues to be the very sharp increases in both the number of programs and the student enrollment in these programs.

ASSOCIATION OF COLLEGES AND SCHOOLS OF EDUCATION
IN STATE UNIVERSITIES AND LAND-GRANT COLLEGES
AND AFFILIATED PRIVATE UNIVERSITIES,
June 6, 1975.

Hon. CARL PERKINS,
Chairman, House Education and Labor Committee, Congress of the United States, Washington, D.C.

DEAR MR. PERKINS: We as members of the Legislative Liaison Committee of the national organizations of Deans from Land Grant, State University, and Affiliated Private Universities would like to submit our concerns to you regarding proposed legislation for vocational and technical education. Our organization represents approximately 100 major state and private universities throughout the country. It is within these institutions that the vast majority of vocational education personnel are prepared. Therefore, most of us have an understanding of the nature and purpose of vocational education and are supportive of it. We also are strongly committed to maintaining and improving a unitary system of public education which provides the broadest possible opportunities to students and which allows students the opportunity to move from one alternative to another with least penalty.

1. We have reviewed current legislation and proposed funding levels for vocational education. We strongly support continued and increased categorical support for vocational education. At this time we do not advocate the inclusion of vocational funds with other secondary or postsecondary funds.

2. There is significant concern among our universities about the unilateral control and administration of vocational funds, especially as related to the development of state plans for vocational education and the awarding of funds to support vocational and technical teacher education programs at universities. Further, even in those grants directly available from USOE in vocational education the proposal by the state director of vocational education is often mandated. (For example, approval by the state commissioner of education on most other USOE direct grants to universities has not been required.)

3. While we believe that funds should be allocated specifically for vocational and technical education and that it be mandatory that they be spent in vocational programs which meet prescribed criteria, we are opposed to legislation which in a sense negates the state director of vocational education being under the supervision of the state commissioner of education or which gives the state director exclusive control of the administration of programs and funds separate and apart from the total system of public education as we believe that vocational education is a vital and integral part of a total program of education.

4. We believe that vocational legislation and funding should make provisions for direct grants to colleges and universities to strengthen and expand teacher education programs and for experimentation and research. Important features of such funding patterns would be (1) the support for industry—business and university cooperative programs of teacher preparation whereby students might alternate from campus to industry and/or business as a part of their program of preparation, (2) support for vocational education faculty at colleges and universities so that they could spend time in business and industry to up date themselves and their instructional programs, and (3) support for innovative efforts to borrow personnel from business or industry for a quarter or semester as special lecturers and resource persons in residence on university campus to link the training programs more closely with business and industry.

The members of our committee are willing to do those things which are necessary to strengthen and improve vocational education. If we may be of any assistance to your committee or its staff, please call upon us.

Sincerely yours,
For the committee:

JAMES D. MCCOMAS,
Dean, College of Education, the University of Tennessee.

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, FEBRUARY 26, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:30 a.m. pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, O'Hara, Zeferetti, Miller, Quie, Pressler, and Goodling

Staff present: John Jennings, subcommittee counsel, Richard H. Mosse, minority counsel.

Chairman Perkins. The committee will come to order. A quorum is present.

[Text of H.R. 3036 follows:]

[H.R. 3036, 94th Cong., 1st Sess.]

A BILL. To amend the Vocational Education Act of 1963 to improve the administration of postsecondary vocational education programs, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Postsecondary Vocational Education Act of 1975".

ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL EDUCATION AND OCCUPATIONAL EDUCATION

Sec. 2. (a) Part A of the Vocational Education Act of 1963 (hereinafter referred to as "the Act") is amended by adding at the end thereof the following new sections:

"DIVISION OF FUNDS BETWEEN VOCATIONAL AND OCCUPATIONAL EDUCATION

"Sec. 110. (a) Each State's allotment for a fiscal year under section 103(a)(2) shall be divided into two parts. One part of such allotment may be used only for grants under subpart 1 of part B, and the other maybe used only for grants under subpart 2 of part B. The part to be used for grants under subpart 1 shall be known as the State's secondary vocational education allotment for that year, and the part to be used for grants under subpart 2 shall be known as the State's postsecondary occupational education allotment for that year.

"(b) A State's vocational education allotment and the State's occupational education allotment shall each be equal to the sum of (1) 40 per centum of the amount allotted to the State under section 103(a)(2), plus (2) the remaining 20 per centum shall be disbursed by the Commissioner as recommended by a State Board for Allotment of Federal Vocational Funds appointed in each State by the Governor. The Board shall have a membership of nine, three with associations in secondary vocational programs (one being the State director of vocational education), three with associations in postsecondary occupational education (one being the State chief executive officer of the institutions with the largest postsecondary occupational enrollments), and three citizens to represent the broad interests of the State. One of the last group is to be designated Chairman by the Governor. The State Board for Allotment of Federal Vocational Funds is to receive requests for the use of funds from the State Board for Vocational Education and the 1202 Commission. This Board is to have no staff, being served by existing agencies, and the members receive only necessary expenses for their annual deliberations.

"REVIEW OF APPLICATIONS

'SEC. 111. For purposes of section 425 of the General Education Provisions Act, an agency referred to in section 127(a)(2), shall be considered to be a State educational agency.".

OCCUPATIONAL EDUCATION

SEC. 3. (a) Part B of the Act is amended by adding at the end thereof the following:

"Subpart 2—Occupational Education Programs

"AUTHORIZATION OF GRANTS

"SEC. 125. From the occupational education allotment of a State for each fiscal year, the Commission is authorized to make grants to States to assist them in conducting occupational education programs for persons of postsecondary age.

"USES OF FEDERAL FUNDS

"SEC. 126. (a) Upon the application of a State Commission (established or designated pursuant to section 1202 of the Higher Education Act of 1965), the Commissioner shall make available to the State the amount of its allotment under section 110 for the following purposes—

"(1) to strengthen the State Advisory Council on Vocational Education in order that it may effectively carry out the additional functions imposed by this part; and

"(2) to enable the State Commision to initiate and conduct a comprehensive program of planning for the establishment of the program authorized by this part.

"(b)(1) Planning activities initiated under clause (2) of subsection (a) shall include—

"(A) an assessment of the existing capabilities and facilities for the provision of postsecondary occupational education, together with existing needs and projected needs for such education in all parts of the State;

"(B) thorough consideration of the most effective means of utilizing all existing institutions within the State capable of providing the kinds of programs assisted under this part, including (but not limited to) both private and public community and junior colleges, area vocational schools, accredited private proprietary institutions, technical institutes manpower skill centers, branch institutions of State colleges or universities and public and private colleges and universities;

"(C) the development of an administrative procedure which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to the administration of the program authorized under this part; and

"(D) the development of a long-range strategy for infusing occupational education (including general orientation, counseling and guidance, and placement either in a job or in postsecondary occupational programs) on an equal footing with traditional academic education; and

"(E) the development of procedures to insure continuous planning and evaluation, including the regular collection of data which would be readily available to the State administrative agency, the State Advisory Council on Vocational Education, individual educational institutions, and other interested parties (including concerned private citizens).

"(2) Planning activities carried on by the State Commission under this section shall involve the active participation of—

"(A) the State board for vocational education;

"(B) the State agency having responsibility for community and junior colleges;

"(C) the State agency having responsibility for higher education institutions or programs;

"(D) the State agency responsible for administering public elementary and secondary education;

"(E) the State agency responsible for programs of adult basic education;

"(F) representatives of all types of institutions in the State which are conducting or which have the capability and desire to conduct programs of postsecondary occupational education;

"(G) representatives of private, nonprofit elementary and secondary schools;

"(H) the State employment security agency, the State agency responsible for apprenticeship programs, and other agencies within the State having responsibility for administering manpower development and training programs;

"(I) the State agency responsible for economic and industrial development;

"(J) persons familiar with the occupational education needs of the disadvantaged, of the handicapped, and of minority groups; and

"(K) representatives of business, industry, organized labor, agriculture, and the general public.

"(c) Of a State's occupational education allotment for a fiscal year, 75 per centum may be used only for programs and activities carried out by community colleges. A State's occupational education allotment may not be used for programs of area secondary vocational education.

"(d) From the allotments available to the States, the Commission shall make grants for the following purposes—

"(1) assist the State administrative agency designated or established under section 127(a)(2);

"(2) the design, establishment, and conduct of programs of postsecondary occupational education (or the expansion and improvement of existing programs);

"(3) the design, establishment, and conduct of programs which shall include methods of involving secondary schools in occupational placement and methods of providing followup services and career counseling and guidance for persons of all ages as a regular function of the educational system;

"(4) the design of high-quality instructional programs to meet the needs for postsecondary occupational education and the development of an order of priorities for placing these programs in operation;

"(5) special training and preparation of persons to equip them to teach, administer, or otherwise assist in carrying out the program authorized under this part (such as programs to prepare journeymen in the skilled trades or occupations for teaching positions); and

"(6) the leasing, renting, or remodeling of facilities required to carry out the program authorized by this part.

"(e) Programs authorized by this part may be carried out through contractual arrangements with private organizations and institutions organized for profit where such arrangements can make a contribution to achieving the purposes of this part by providing substantially equivalent education, training, or services more readily or more economically, or by preventing needless duplication of expensive physical plant and equipment, or by providing needed education or training of the types authorized by this part which would not otherwise be available.

"STATE PLANS

"SEC. 127. (a) Any State desiring to receive the amount of its occupational education allotment for a fiscal year under this subpart shall submit a State plan for occupational education at such time, in such detail, and containing such information as the Commissioner may prescribe. The Commissioner shall approve the State plan if he determines that the plan submitted for that year—

"(1) has been prepared by the State Commiission established pursuant to section 1202 of the Higher Education Act of 1965 (or, if no such Commission has been established, by such State agency as the Governor may designate) in consultation with the State advisory council for that State,

(2) designates or provides for the establishment of a State agency (which may be the State board if the Governor determines the State board and its staff have adequate representation of persons having experience and expertise in the field of occupational education) to have responsibility for fiscal management and for administration of the program provided for in the plan,

"(3) provides that funds granted the State will be used only for purposes set forth in section 126,

"(4) sets forth the criteria to be utilized in allocating Federal and State funds used for occupational education among the institutions in the State providing such services, which criteria shall assure that—

"(A) due consideration will be given to evaluation of occupational education programs, services, and activities in light of information regarding current and projected manpower needs and occupational opportunities, particularly new and emerging needs and opportunities on the local, State, and national levels,

"(B) due consideration will be given to the relative occupational needs of all groups in the State, particularly persons with academic, socioeconomic, mental, language, and physical handicaps that prevent them from succeeding in regular occupational education programs,

"(C) due consideration will be given to the occupational education needs of areas of the State with relatively high unemployment rates and otherwise economically depressed,

"(D) due consideration will be given to the training needs of older persons in need of employment including elderly persons engaged in voluntary service through such programs as the retired senior volunteer program, the foster grandparent program, the senior companion program and other employment and volunteer service programs under the Older Americans Comprehensive Service Amendments of 1973,

"(5) provides for entering into cooperative arrangements for the benefit of individuals participating or preparing to participate in occupational education programs similar to those required under paragraphs (8) and (9) of section 123(a) for vocational education programs,

"(6) provides for compliance with the requirements with respect to the use of funds set forth in section 126(c).

"(b) The Commissioner shall not approve a State plan under this section until he has made specific findings as to the compliance of such plan with the requirements of this subpart after considering the recommendations of the State board. The Commisioner shall submit to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives a copy of the specific findings required by this subsection. Section 421 of the General Education Provisions Act shall not be deemed to authorize the delegation of his functions under the preceding sentence. The Commissioner shall not finally disapprove any State plan, or any modification thereof, without first affording the State agency referred to in paragraph (2) of subsection (a) of this section due notice and an opportunity for a hearing.

"PAYMENTS TO STATES

"SEC. 128. (a) The Commissioner shall pay, from the State's occupational education allotment for a fiscal year, an amount equal to 50 per centum of the total expenditures made in carrying out the State's plan as approved under section 127.".

AMENDMENTS OF NATIONAL AND STATE ADVISORY COMMITTEE PROVISIONS

SEC. 4. (a) Paragraph (1) of section 104(a) of the Act is amended (1) by striking out "National Advisory Council on Vocational Education" and inserting in lieu thereof "National Advisory Council on Vocational and Occupational Education", and (2) by inserting after "programs" in clause (C) the following: "and occupational educational programs".

(b) Paragraph (2) of such section is amended by inserting after "vocational education programs" each time it appears the following: "and occupational education programs".

(c) Paragraph (4) of such section is amended by striking out "five" and inserting in lieu thereof "——————".

(d) Paragraph (5) of such section is amended (1) by striking out "vocational education programs" and inserting "vocational and occupational education programs", (2) by inserting after "junior colleges," the following: "community colleges,", and (3) by inserting "vocational" after "area".

(e) Section 104(b)(1) of the Act is amended by striking out "or, in the case of States in which the members of the State board are elected (including election by the State legislature), by such Board".

(f)(1) Subparagraph (A) of section 104(b)(1) of the Act is amended by redesignating clauses (iii) through (ix) as clauses (v) through (xi), respectively, and by striking out clause (ii) and inserting in lieu thereof the following clauses:

"(ii) representative of community and junior colleges,

"(iii) representative of institutions of higher education (other than junior or community colleges), area vocational schools, technical institutes, and other postsecondary or adult education agencies or institutions, which may provide programs of vocational, occupational, or technical education and training,

"(iv) familiar with the vocational and occupational education programs of junior and community colleges, but not concerned with the administration of such programs,".

(2) Clause (viii) of such subparagraph (as so redesignated) is amended by striking out ", including a person or persons from the Comprehensive Area Manpower Planning System of the State".

(g) Subparagraph (B) of section 104(b)(1) of the Act is amended by striking out "part B of this title" and inserting "section 123 of the State plan submitted pursuant to section 127".

(h) Subparagraphs (C) and (D) of such section are each amended by inserting "and occupational" after "vocational" and by further amending subparagraph (D) by inserting after "section 123(a)" the following: ", or in the State plan provided for in section 127".

LOCAL COORDINATING COMMITTEES

Sec. 5. (a) Part A of the Act is amended by adding immediately after section 108 the following new section:

"LOCAL COORDINATING COMMITTEES

"Sec. 109. (a) Each State shall establish a local coordinating committee for each locality in the State. Members of such committees shall be appointed by the Governor of the State. The geographical area to be included in each locality shall be designated by the Governor in accordance with criteria prescribed by the Commissioner. Such criteria shall recognize the desirability of having, where feasible, a locality so designated be coextensive with the area served by a prime sponsor designated under the Comprehensive Employment and Training Act of 1973. No Federal funds may be expended for a program under this title or under the Comprehensive Employment and Training Act of 1973 in any locality for which a local coordinating committee has not been appointed as provided in this section.

"(b) Each local coordinating committee shall include in its membership a broad representation of interests in the locality concerned wtih occupational education, vocational education, and manpower programs in the locality. The membership of each such committee must include members representative of—

"(1) local educational agencies,

"(2) vocational schools,

"(3) community and junior colleges,

"(4) planning councils designated under the Comprehensive Employment and Training Act of 1973,

"(5) business and industry (including agriculture),

"(6) labor organizations,

"(7) local political subdivisions,

"(8) the employment service,

"(9) agencies and organizations having special concerns with persons with special needs, such as the handicapped, the disadvantaged, the aged, persons of limited English-speaking ability, and minorities, "(10) agencies having personnel training needs such as agencies of general governments, criminal justice, community planning, and developmental agencies, human service and health agencies, and transportation agencies including positions under civil service and civil service exempt positions, and

"(11) the general public.

"(c) Each local coordinating committee shall make a continuing study of the needs in its locality for vocational education, occupational education, and manpower training programs. On the basis of the information derived from such study, the local coordinating committee shall develop and propose a strategy which will present a coherent, integrated, and comprehensive set of vocational education, occupational education, and manpower training programs designed to meet such needs. The written formulation of such strategy shall be transmitted to the State board, to the State agency designated under section 127(a)(2), to the State advisory council, and to each planning council affected, and to any affected Manpower Services Council.".

(b) Section 103(a)(1) of the Act is amended by inserting after "advisory councils" the following: "and local coordinating committees".

(c) Section 104 of the Comprehensive Employment and Training Act of 1973 is amended by inserting after the first sentence thereof the following new sentence: "At least one member of each local coordinating committee established under section 109 of the Vocational Education Act of 1963 serving all or part of the area served by the council shall be appointed to the council.".

AMENDMENT OF DECLARATION OF PURPOSE

SEC. 6. Section 101 of the Act is amended by inserting "and occupational" after "vocational" each time it appears.

AMENDMENTS OF DEFINITIONS

SEC. 7. (a) Paragraph (1) of section 108 of the Act is amended by inserting after "incident thereto" the following: "at the elementary or secondary educational level".

(b) Paragraph (2) of such section is amended—

(1) by inserting "(A)" after "(2)",

(2) by inserting "or occupational" after "vocational" in clause (C), and by striking out "vocational" in clause (D) and inserting "occupational" in lieu thereof,

(3) by redesignating clauses (A), (B), (C), and (D) (and cross references thereto) as clauses (i), (ii), (iii), and (iv), respectively, and

(4) by adding at the end thereof the following new subparagraph:

"(B) The term 'area secondary vocational education school' means an area vocational education school, a majority of whose students are seventeen years of age or younger.

"(C) The term 'area postsecondary vocational education school' means an area vocational education school, a majority of whose students are eighteen years of age or older.".

(c) Section 108 of the Act is further amended by adding at the end thereof the following:

"(16) The term 'occupational education' means education, training, or retraining (and including guidance, counseling and placement services) for persons sixteen years of age or older who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a State, which is designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or paraprofessionals or subprofessionals or supervisors and managers in recognized occupations (including new and emerging occupations), or to prepare individuals for enrollment in advanced semi-professional and technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional or which require a baccalaureate or advanced degree.

"(17) The term 'community college' means an educational institution in any State which—

"(A) is legally authorized within such State to provide a program of education beyond secondary education;

"(B) admits as regular students persons who are high school graduates or the equivalent, or at least eighteen years of age;

"(C) provides a two-year postsecondary educational program leading to an associate degree, and also provides programs of postsecondary vocational, technical, occupational, and specialized education;

"(D) is not a branch of an institution of higher education which grants a bachelor's degree, unless the branch is separately accredited to grant the Associate Degree;

"(E) is a public or other nonprofit institution;

"(F) is accredited as an institution by a nationally recognized accrediting agency or association, or if not so accredited—

"(i) is an institution that has obtained recognized preaccreditation status from a nationally recognized accrediting body, or

"(ii) is an institution whose credits are accepted, on transfer, by no less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited."

AMENDMENTS RELATING TO VOCATIONAL EDUCATION PROGRAMS

SEC. 8. (a) Part B of the Act is amended by inserting "and Occupational" after "Vocational" in the heading of the part, and by inserting immediately below the heading for the part a new heading as follows:

"Subpart 1—Vocational Education Programs".

(b) Section 121 of the Act is amended—

(1) by striking out "part" and inserting "subpart",

(2) by striking out "of all ages",

(3) by inserting after "individuals" the following: "eligible therefor".

(c)(1) Section 122(a) of the Act is amended by striking out clauses (2) and (3) and redesignating clauses (4) through (8) (and cross references thereto) as clauses (2) through (6), respectively.

(2) Paragraph (3) of such subsection (as so redesignated) is amended by inserting "secondary" after "area".

(3) Paragraph (1) of section 122(b) of the Act is amended by inserting before the period at the end thereof the following: "required by section 123".

(4)(A) Paragraphs (1) and (2) of section 122(c) of the Act are each amended by striking out "State's allotment" and inserting in lieu thereof "State's vocational education allotment", and by striking out "allotment of such funds" and inserting in lieu thereof "vocational education allotment".

(B) Paragraph (3) of such section is amended by striking out "State's allotment" and inserting in lieu thereof "State's vocational education allotment".

(C) Paragraph (4) of such section is amended by inserting after "1969" the following: "which were expended for vocational education, as that terms is amended by the Postsecondary Vocational Education Act of 1975".

(d) Section 122 of the Act is amended by adding at the end thereof the following:

"(d) Of a State's vocational education allotment for a fiscal year, 75 per centum may be used only for programs which are carried on by secondary schools other than area secondary vocational education schools.".

(e) Section 123(a) of the Act is amended—

(1) by striking out "title" both times it appears in the matter preceding paragraph (1), in paragraph (4), and in paragraph (5), and inserting in lieu thereof "subpart",

(2) by striking out "of all population groups" where it appears in subparagraph (B) of paragraph (6),

(3) by amending clause (i) of subparagraph (F) of paragraph (6) to read as follows:

"(i) have been developed in consultation with the appropriate local coordinating committee,",

(4) by amending clause (iv) of such subparagraph (F) to read as follows:

"(iv) include a plan, developed in consultation with each planning council appointed under section 104 of the Comprehensive Employment and Training Act of 1973 to serve all or a portion of the school district of such agency, to meet the vocational education needs in the area or community served by such agency; and",

(5) by striking out "all persons" in paragraph (11) and inserting in lieu thereof "all eligible persons",

(6) by striking out clauses (12), (13), (14) and (17), and

(7) by striking out "title" in clause (18) and inserting in lieu thereof "subpart".

(f) Section 123(b) of the Act is amended by striking out "part" and inserting "subpart" and by adding at the end thereof the following new sentences: "Before approving a State plan under this section, the Commission shall consider any recommendations with respect thereto submitted by the community college unit in the Office of Education. The Commissioner shall submit to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives a copy of the specific findings required by this subsection and a statement of his satisfaction with such procedures. Section 421 of the General Education Provisions Act shall not be deemed to authorize the delegation of the Commisioner's functions under the preceding sentence.".

(g) Section 123(c) of the Act is repealed, except that any proceeding which has been commenced under such subsection prior to the effective date of this Act may be carried through to completion under such subsection.

(h) Section 123(d) of the Act is amended by striking out "title" and inserting "subpart", and by striking out "such final action or notice thereof" and inserting "after it has exhausted its administrative remedies under section 425 of the General Education Provisions Act".

(i) Section 124 of the Act is amended—

(1) by striking out "part" in subsection (a) and inserting "subpart",

(2) by striking out subsection (b), and

(3) by striking out "title" in subsection (c) and inserting "subpart".

LIMITATION ON USE OF FEDERAL FUNDS FOR ADMINISTRATIVE AND SUPPORT SERVICES

SEC. 9. Section 123(a) of the Act is amended by adding at the end thereof the following new paragraph:

"(19) provides that the aggregate expenditures under the plan for a fiscal year for administration of the plan shall not exceed 5 per centum and for guidance and counseling, technical assistance, and the activities referred to in section 122(a)(8) may not exceed 15 per centum of the State's vocational education allotment for that year.".

EXTENSION AND AMENDMENT OF AUTHORIZATION OF APPROPRIATIONS

SEC. 10. (a) Section 102(b) of the Act is amended by striking out "1975" and inserting "1976 and for each of the four succeeding fiscal years.".

(b) Section 102(d) of the Act is amended by inserting after "advisory councils" the following: "and local coordinating committees".

CONSOLIDATION OF PROGRAMS FOR RESEARCH AND TRAINING, EXEMPLARY PROGRAMS AND PROJECTS, AND CURRICULUM DEVELOPMENT

SEC. 11. (a) The Act is amended by striking out parts D and I, and by amending part C to read as follows:

"PART C—IMPROVEMENT OF VOCATIONAL AND OCCUPATIONAL EDUCATION

"Subpart I—General

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 131. There is authorized to be appropriated for carrying out this part the sum of $135,000,000 for the fiscal year ending June 30, 1976, and each of the four succeeding fiscal year.

"DIVISION OF FUNDS

"SEC. 132. Of the sums appropriated under section 131 for a fiscal year, 50 per centum shall be available to the Commissioner for grants and contracts under section 134, and 50 per centum shall be allotted to the States under section 133 for grants to State boards and to State agencies designated under section 127(a)(2) for making grants and contracts under section 135.

"ALLOTMENT OF FUNDS

"SEC. 133. (a) From the sums available for grants to State boards as provided in section 132, the Commissioner shall reserve such amount, but not in excess of 3 per centum thereof, as he may determine and shall allot such amount among Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this part.

"(b) From the remainder of such sums the Commissioner shall allot one-fourth of 1 per centum of such sums to each State (except for those provided for in subsection (a)), and he shall in addition allocate to each such State an amount which bears the same ratio to any residue of such remainder as the population aged fifteen to nineteen, both inclusive, in the State bears to the population of such ages in all such States.

"GRANTS AND CONTRACTS BY COMMISSIONER

"SEC. 134. (a) The Commissioner is authorized to use the funds made available to him under section 132 to make grants to and contracts with State boards, State agencies designated under section 127(a)(2), local educational agencies, institutions of higher education, and public and private agencies and institutions for programs described in subpart 2, except that grants may not be made to private agencies other than nonprofit private agencies.

"(b) Of the funds available to him under this part, the Commissioner shall allocate 50 per centum thereof for administration through the Deputy Commissioner of the Bureau of Occupational and Adult Education and the other 50 per centum thereof for administration through the community college unit in the Office of Education. Grants and contracts under this section shall be made pursuant to applications to which section 434(b)(3) of the General Education Provisions Act shall apply.

"(c) Of the funds allocated to the Community College Unit, support shall be given to specific functions which consist of administration of postsecondary occupational education including the following activities:

"A. Operation of a clearinghouse on data on national labor market trends pertaining to postsecondary occupational education.

"B. Establishment of resource center on curriculum, guidance, and instructional technology for postsecondary occupational education.

"C. Maintain a system of information exchange among agencies such as DOJ, HUD, DOT, DOL, DOD which give support to occupational training for persons of postsecondary age.

"(d) The staffing of the Community College Unit shall be restructured to provide for the effective administration of these community college funds and to give leadership in postsecondary occupational education. Persons with community college experience shall be utilized in these positions.

"GRANTS AND CONTRACTS BY STATE BOARDS AND AGENCIES

"SEC. 135. (a) Sums allotted to a State under section 133 may be used by the State board and the State agency designated under section 127(a)(2) for making grants and contracts for programs described in subpart 2 in accordance with the State plan approved under section 123 or with the State plan approved under section 127, as the case may be.

"(b) The portion of a State's allotment under section 133 for a fiscal year which may be used by the State board, shall be an amount which bears the same ratio to such allotment as the vocational education allotment of that State for that fiscal year bears to the full amount of the State's allotment under section 103(a)(2). The remainder of the State's allotment under section 133 may be used by the State agency designated under section 127(a)(2).

"Subpart 2—Uses of Funds

"APPLIED RESEARCH

"SEC. 135. Funds appropriated to carry out this part may be used for:

"(1) research in vocational education and occupational education;

"(2) training programs designed to familiarize persons involved in vocational and occupational education with research findings and successful pilot and demonstration projects in vocational and occupational education;

"(3) experimental, development, and pilot programs and projects designed to test the effectiveness of research findings;

"(4) demonstration and dissemination projects;

"(5) the development of new vocational and occupational education curricula and the updating of existing curricula to reflect changes in the technology of business and industry, and in the structure of economic and social institutions; and

"(6) projects in the development of new careers and occupations, such as—

"(A) research and experimental projects designed to identify new careers in such fields as mental and physical health, crime prevention and correction, community development, welfare, education, municipal services, health services, resource and environmental management, and recreation requiring less training than professional positions and to delineate within such careers roles with the potential for advancement from one level to another;

"(B) training and development projects designed to demonstrate improved methods of securing the involvement, cooperation, and commitment of both the public and private sectors toward the end of achieving greater coordination and more effective implementation of programs for the employment of persons in the fields described in subparagraph (A), including programs to prepare professionals (including administrators) to work effectively with aides; and

"(C) projects to evaluate the operation of programs for the training, development, and utilization of public service aides, particularly their effectiveness in providing satisfactory work experiences and in meeting public needs.

"IMPROVEMENT OF VOCATIONAL AND OCCUPATIONAL EDUCATION

"SEC. 136. (a) Funds appropriate to carry out this part may be used for—

"(1) planning and developing programs or projects such as those described in paragraph (2), and

"(2) establishing, operating, or evaluating programs or projects designed to create a bridge between school and earning a living for young people who are still in school or who have left school either by graduation or dropping out, adults who are in programs of occupational preparation beyond high school, and adults who face retirement or who are unemployed or who are underemployed, and to broaden occupational aspirations and opportunities of such persons, with special emphasis given to persons who have academic, socioeconomic, language, or other handicaps, which programs or projects may, among others, include—

"(A) those designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;

"(B) programs or projects for students providing educational experiences through work during the school year or in the summer;

"(C) programs or projects for intensive occupational guidance and counseling during the last years of school and for initial job placement, and for adults who are unemployed or underemployed;

"(D) programs or projects designed to broaden or improve vocational education curriculums;

"(E) exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this part, including manpower agencies and industry;

"(F) programs or projects for workers released from their jobs on a part-time basis for the purpose of increasing their educational attainment; and

"(G) programs or projects at the secondary level to motivate and provide preprofessional preparation for potential teachers for vocational education.

"(H) programs or projects to facilitate the participation of employers and labor organizations in occupational education.

"(b)(1) A grant or contract for purposes described in this section may be made only if the Commissioner, in the case of grants or contracts made by him, or the State board, in the case of grants or contracts made by it, determines—

"(A) that effective procedures will be adopted by grantees and contractors to coordinate the development and operation of other programs and projects carrried out under grants or contracts pursuant to this part, with the appropriate State plan, and with other public and private programs having the same or similar purposes;

"(B) that to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation of such students; and

"(C) that effective policies and procedures will be adopted which assure that Federal funds made available under this part will not be commingled with State or local funds.

"CURRICULUM DEVELOPMENT

"Sec. 137. (a)(1) Funds appropriated to carry out this part may be used—

"(A) to promote the development and dissemination of education curriculum materials for use in teaching vocational occupational subjects, including curriculums for new and changing occupational fields;

"(B) to develop standards for curriculum development;

"(C) to coordinate efforts of the States in the preparation of curriculum materials and prepare current lists of curriculum materials which are available;

"(D) to survey curriculum materials produced by other agencies of Government, including the Department of Defense, Department of Transportation, Department of Labor and Department of Justice;

"(E) to evaluate vocational-technical education curriculum materials and their uses; and

"(F) to train personnel in curriculum development.

"(2) For purposes of this subsection curriculum materials means materials consisting of a series of courses to cover instruction in any vocational occupational field which are designed to prepare persons for employment at the entry level or to upgrade vocational or occupational competencies of those previously or presently employed.

"ALLOCATION OF FUNDS AMONG PROGRAMS

"Sec. 238. Of the funds available for a fiscal year to the Commissioner under section 132, at least 20 per centum shall be used for each of the programs described in sections 135, 136, and 137, and of the funds allotted to each State for a fiscal year under section 133, at least 20 per centum shall be used for each of such programs.".

(b) Section 102(a) of the Act is amended by striking out "parts B and C" and inserting in lieu thereof "part B", and by striking out the second sentence.

EFFECTIVE DATE

Sec. 12. This Act and the amendments made by this Act shall become effective July 1, 1975.

Chairman Perkins I am delighted to welcome here this morning Mr. John J. Loughlin, Indiana Vocational and Technical College. It might conserve time, if there is no objection, to hear the entire panel before we ask questions.

Mr. Thurman Willett, president, Linn Technical College Missouri; Dr. William G. Dwyer, president, Massachusetts Board of Regional Community Colleges; and Dr. William H. Feddersen, president of Williamsport Area Community College, Pennsylvania. We are going to hear from you first, Mr. Loughlin, and you may proceed in any manner you prefer. Without objection all of the prepared statements will be inserted in the record.

STATEMENTS OF JOHN J. LOUGHLIN, INDIANA VOCATIONAL AND TECHNICAL COLLEGE; THURMAN WILLETT, PRESIDENT, LINN TECHNICAL COLLEGE, MISSOURI; MICHAEL NAJARIAN, DIRECTOR OF PROGRAMS, MASSACHUSETTS STATE BOARD OF COMMUNITY COLLEGES; AND WILLIAM H. FEDDERSEN, PRESIDENT, WILLIAMSPORT AREA COMMUNITY COLLEGE, PENNSYLVANIA

Mr. LOUGHLIN. Thank you, Mr. Chairman. I will summarize some of the brief specific concerns that we have with the uniqueness of Indiana.

Chairman PERKINS. Let me interrupt you to say you are from Congressman Brademas' district and it may be he can put in an appearance here in a few moments. For that reason I am going to let one of the other gentlemen take precedence and go ahead of you.

Congressman Brademas may want to introduce you, so we will hear from President Willett.

Mr. WILLETT. Thank you, Mr. Chairman,

If it is not out of order, I would like to present my 13-year-old son from Missouri.

Chairman PERKINS. It is not out of order.

Mr. WILLETT. It is his first trip to the Nation's Capital, so he is having a ball.

Chairman PERKINS. Good He is very fortunate. I didn't get to the Capital until I was about 17 or 18 years of age.

Mr. O'HARA. Mr. Chairman, you didn't get out of Kentucky until you were 18 years old?

Mr. WILLETT. Mr. Chairman, I wish to thank you for the very kind invitation to appear before this group. I was not aware, fully aware, when I received your letter exactly what you wanted, so I prepared some items and I got here and found that you have a bill you are working on, and there are objections that I have to it that somewhere along the way I would like to point out.

Chairman PERKINS. All right, go ahead.

Mr. WILLETT. First, I will give you my prepared testimony.

I believe that if I were a member of the Subcommittee on Education, I would be concerned about a number of things. One of the things I would be concerned with would be that the testimony given is true and accurate. I can assure you that I will strive to present with candor and honesty the educational scene in Missouri, specifically the role of vocational technical education.

I am sure that you have had witnesses with far more academic experience than I. I am sure you have had witnesses with many more credentials than I possess. But I can assure you that it would be difficult to find anyone with a greater depth of feeling for vocational education. It has been my life, it is my passion.

I am also aware that emotion is not a salable commodity, that simple belief and faith in a program or institution will not assure its survival or adaptation.

You have before you the prepared testimony requested by Chairman Perkins. It presents the story of vocational technical education in Missouri. Much of the data is in statistical and numerical form.

There is little emotion to be found in statistics. I should like to briefly review the contents of the prepared testimony and comment on areas that I feel are important. I must admit that times emotion will be a part of my summary. I do not apologize for this.

Education by the very nature of the profession deals with the young, and if you are to be successful, you must like the young, it is easy to like the young because they have no faults except the ones they are asking you to eradicate: ignorance, shallowness, and inexperience.

I agree with Gilbert Highet that the really hateful faults are those which we grown men and women have—conceit, cruelty, and greed—resulting from years of careful cultivation. The young do not sin in those ways. They are plastic and subject to change, provided, Mr. Chairman, that we provide appropriate avenues for change. In my opinion, the Vovational Act of 1963 was such an avenue. I would also like to caution this committee that the avenue or change is in danger of becoming a dead-end street.

First, let us review what has occurred in Missouri since 1965. The passage of Public Law 88–210 by the 88th Congress of the United States on December 18, 1963, stimulated the development of area vocational schools across the Nation.

Since 1965 the Missouri State Department of Education has been actively involved in the process of developing a network of area vocational schools. These schools are located in centralized communities and provide vocational education for students in surrounding school districts. Students from participating schools are generally transported on a half-day basis and return to their home schools for academic subject work and participation in extracurricular activity programs.

The curriculum concept for area vocational schools has been to provide vocational education programs for secondary students, postsecondary people, adults and people with special needs.

Vocational curricula offered in area schools are constructed around the following fields: agriculture, business and office consumer homemaking, cooperative industrial and distributive, health occupations, and industrial trade and technical education. To date, 53 administrative units have been approved by the State board of education to develop area vocational schools.

After an area vocational school is in operation, the sponsoring agency is eligible for a preferred program reimbursement rate from State and Federal funds administered by the State department of education. For example, area vocational school instructor's salaries are presently reimbursed at 50 percent, while comprehensive high school vocational instructor's salaries are reimbursed at $200 per teaching month.

During the 1973–74 school year, 45 area vocational schools were in operation, providing vocational educational programs for students from 307 participating high schools, representing 262 school districts. The total secondary enrollment was 18,417, with 4,770 students enrolled from participating districts and 13,647 students enrolled from host districts. These schools also enrolled 3,262 postsecondary students and 31,943 adults.

Much of value has been accomplished in the 10 years since the impact of Public Law 88–210 was felt in Missouri. However, Mr. Chairman, there are some areas of concern that should be brought to your attention. I am concerned that the implementation of the act may not be in accordance with the intent of the act.

I would submit the following for your consideration: The establishment of 53 area schools in 10 years is currently indicative of action and enthusiasm on the part of the State department of education. However, the question can be raised as to the economic and philosophical realities of such a "shotgun" approach.

One of the major tenets behind the creation of area vocational schools is to provide funds to allow one school to provide training when it would be beyond the scope of many fragmented school districts to economically provide. It would appear that 53 area vocational technical schools will simply provide mediocre training because of the economics required to maintain the programs.

The State of Missouri evidently can also foresee problems in this area, since a moratorium has been declared on the establishment of any new schools. The reality of the area vocational schools in Missouri is that the host school gets the area school designation and is mainly in their own problems and student body. Many of the other schools do not receive the service they thought they would receive.

Second, I would question the purpose of such institutions. It is my opinion that we should never place a young man or woman in a position that will effectively stop his or her potential for growth. If we take the rigid position that area schools' only function is terminal—that is, the student should enter the work world after graduation from high school—we are not only supporting terminal institutions, but also creating terminal individuals.

Such schools should be envisioned as exploratory in nature and designed to serve as an arena for the healthy probing interest of youth. Mr. Chairman, let's face it. High school is a place for a boy to experiment. However, in too many instances he has not yet reached the maturity level and/or training level needed to go out into the labor market adequately prepare.

During high school a boy is interested in three things: girls, automobiles, and sports. I wouldn't attempt to rank them in order of his priority. But the day of reaching the labor market and making a living gradually descends upon him in April and May of his senior year, and he really faces it realistically the day after graduation.

The major thrust of my testimony is directed toward the third and final item in the summary. I am speaking in support of residential vocational education. Mr. Chairman, my comments will of necessity be directed toward Missouri and I will use Linn Technical College as an example several times in my remarks. However, I feel there are many States with precisely the same problems and potential as Missouri.

Missouri needs a postsecondary vocational and technical educational institution that draws its students from all over Missouri, whose educational programs are determined by the state-wide and national needs of business and industry, and which, therefore, can economically provide the costly concentration of educational facilities and equipment, the adequate numbers of highly specialized and industrially experienced instructors, and the wide variety of technical and occupational educational programs necessary to serve the best interests of the people of the State.

Missouri needs an educational institution that will produce high quality business and industrial technicians. Many persons need vocational-technical education at a level and in a kind of setting that upon course of study completion will find them prepared for industry mobility. Inherited ability of persons to be educated and local employment opportunities are not necessarily compatible.

Missouri's college age population, especially those who are nonacademically oriented, need and deserve a postsecondary residential vocational and technical education in which they may enjoy, not only a program for the education of hand and mind, but also the opportunity to experience the satisfaction of participation in an organized student life program that is comprehensive in nature, broad in scope, and successful in performance.

This is based upon the realization that many students cannot, or will not, take advantage of this opportunity unless they are physically removed from the day-to-day influence of their local neighborhood environment; and that such participation is highly desirable in developing personal social adjustments, meaningful citizenship, and in promoting both social and occupational mobility.

Mr. Chairman, at the present time in Missouri the legislature is embroiled in a great debate over the treatment of prisoners and, in fact, the very structure of the Missouri penal system. It would seem as if no single subject sparks as much comment as the punishment and treatment of offenders. I am not speaking as a proponent or exponent for any particular philosophy of penology.

I do find it ironic that people become so concerned that offenders are properly and severely dealt with. But, curiously apathetic concerning education. It seems that we will cheerfully pay the tax which is necessary to support and punish convicts, but loudly complain of that which goes to prevent his fellow being from becoming a criminal.

It is axiomatic that a lack of education and subsequently means of support are the prime factors in turning a young person into a young offender. Also, we have all heard the predictions that in the next decade 80 percent of all jobs will require less than 4-year degree, but more than a high school diploma.

I submit to you that from both a humane and practical posture the residential vocational school should be given the highest priority possible. I am asking you to embark on a program of information impetus and funding so that each state might develop residential vocational schools.

The advantage of a residential vocational school over the nonresidential or high school concept could be briefly summarized to include the following:

1. A residential vocational education school permits the school to serve a larger area and thus a wider segment of the population.
2. It insures an adequate variety of courses for students with a wide variety of desires and abilities.

3. It provides the opportunity to remove many of the Nation's youth from the care of unfit uninterested parents and from overcrowded, impoverished neighborhoods where the temptation of delinquency and crime is strong.

May I digress just a moment, Mr. Chairman, but I strongly believe that if we ever expect to clean up the ghettoes in this country, then we must do it through education and mainly through vocational and technical education.

The answer is not bussing across district lines. That is merely a stop-gap measure that appeases some and alienates many others. For all we do is send a young man to another school for 6 hours a day and then sentence him for another 18 hours in the ghetto. It is almost impossible for him to overcome his environment.

Get him out of the ghetto, send him to a residential vocational school—if that is his thing—and place him into his area of interest and competence where he can come out of there with a skill, a job and with some human dignity.

Mr. Chairman, the hangup is poor people—poor education. Poor people are exploited by our economic system and our educational system.

4. It increases growth toward maturity and self-confidence.

5. It improves the image of vocational education through the addition of campus life activities.

6. It encourages professional mobility.

7. It provides an industrial-educational atmosphere.

8. It exercises control over the student's activities of daily living.

9. It provides better opportunities for recreation and use of leisure time.

10. It postpones entry into the workday world and provides for more development.

Mr. Chairman, the points in support of a residential technical school are valid. I have for the past 13 years been president of Linn Technical College. I have witnessed the truth in the statments submitted above. I have seen young men and women come to Linn Technical College both from the alleys of the ghetto and country lanes. I have seen them learn, mature, and obtain employment—and with employment comes an often overlooked factor—dignity, the dignity of productive labor cannot be overemphasized.

Linn Technical College has an honest, open-door policy. If a young man or young woman truly desires an education, we will provide the opportunity for that education. Our students are not affluent. Fully 80 percent work or are involved in some form of Federal support ranging from the GI bill to the work study program.

The students come to us, Mr. Chairman, without funds and without positive futures. I feel we have a mandate to help provide both. The student who attends a technical college is often the dropout, the socially handicapped, the physically handicapped or perhaps even a prisoner.

Yes, Mr. Chairman, Linn Technical College does enroll inmates of Algoa, an intermediate reformatory, as regular students. We also provide special classes for mentally retarded adolescents. I do not wish to leave you with the impression that the above group are typical of our student body, but they are part, an important part, of our institution.

To provide education to those who need it most seems to be realistic. To do otherwise would be comparable to a physician limiting his practice only to the well. Linn Tech and other institutions of its kind place priority upon the development of talent rather than the identification of talent.

Linn Technical College is an area vocational school. We function as a residential school, but legally we are not. Linn Technical College is a public postsecondary institution serving the entire State of Missouri, contiguous States and several foreign countries.

Because of our unique situation, we cannot participate in formal accreditation processes. We cannot receive BEOG funds, which is a shame. We cannot provide students with services that are considered basic to the academically gifted students. I speak of such things as libraries, physical education, student learning centers, and specialized personnel.

In spite of this we have been able to place 90 percent of our people at graduation each year for the past 13 years. I am not sure that we can continue to do so without help. We receive no funds from local taxes. All funds come from the Missouri State Department of Education and Federal Government. But now with an anticipated enrollment of 600 for the upcoming school term I fear that Linn Tech and other schools like it are going to experience difficulty.

I feel that this committee has at its disposal ways and means to encourage and implement educational change. I would respectfully ask for any assistance you can extend to Linn Tech or other like institutions, push for the funding of the Residential Vocational School Act.

Mr. Chairman, members of the committee, in the final analysis we will be judged not by the quantity of schools we have created, but by the quality of the graduate and how he reacts in society.

Vocational education in the residential vocational schools is not a second-best program for second-best citizens. Instead, it is pictured as the best of all possible programs for people who deserve and receive both credit and status for their accomplishments.

Thank you.

Chairman PERKINS. Thank you very much. President Willett.

[Mr. Willett's prepared statement follows:]

PREPARED STATEMENT OF THURMAN L. WILLETT, PRESIDENT, LINN TECHNICAL COLLEGE, LINN, MISSOURI

Mr. Chairman and distinguished committee members, I wish to thank you for the very kind invitation to appear before this group.

I believe that if I were a member of the Subcommittee on Education, I would be concerned about a number of things—one of the things I would be concerned with would be that the testimony given is true and accurate. I can assure you that I will strive to present with candor and honesty the educational scene in Missouri, specifically, the role of vocational technical education.

I am sure that you have had witnesses with far more academic experience than I. I am sure you have had witnesses with many more credentials than I possess, but, I can assure you that it would be difficult to find anyone with a greater depth of feeling for vocational education. It has been my life—it is my passion.

I am also aware that emotion is not a salable commodity, that simple belief and faith in a program or institution will not assure its survival or adaptation.

You have before you the prepared testimony requested by Chairman Perkins. It presents the story of vocational technical education in Missouri. Much of the data is in statistical and numerical form. There is little emotion to be found in statistics. I would like to briefly review the contents of the prepared testimony and comment on areas that I feel are important. I must admit that at times emotion will be a part of my summary. I do not apologize for this.

Education by the very nature of the profession deals with the young, and if you are to be successful, you must like the young, and it is easy to like the young because they have no faults except the ones they are asking you to eradicate: ignorance, shallowness and inexperience. I agree with Gilbert Highet that the really hateful faults are those which we grown men and women have—conceit, cruelty and greed—resulting from years of careful cultivation. The young do not sin in those ways. They are plastic and subject to change—privided, Mr. Chairman, that we provide appropriate avenues for change. In my opinion, the vocational act of 1963 was such an avenue. I would also like to caution this committee that the avenue for change is in danger of becoming a dead end street. First, let us review what has occurred in Missouri since 1965.

The passage of Public Law 88–210 by the 88th Congress of the United States on December 18, 1963, stimulated the development of area vocational schools across the nation. The act, better known as the vocational education act of 1963 (amended, Public Law 90–576), provides federal funds that can be utilized for the construction and operation of area vocational schools.[1]

Since 1965 the Missouri State Department of Education has been actively involved in the process of developing a network of area vocational schools. These schools are located in centralized communities and provide vocational education for students in surrounding school districts. Students from participating schools are generally transported on a half-day basis and return to their home schools for academic subject work and participation in extracurricular activity programs.

Area schools provide an opportunity for students of several districts to participate in vocational subjects and use equipment which could not be provided by many districts. The system also reduces the duplication of placing expensive vocational courses in schools which are close together.

The curriculum concept for area vocational schools has been to provide vocation programs for secondary students, post secondary people, adults and people with special needs.

Administrators and teachers of area schools are encouraged by the State Department of Education to work closely with advisory committee (consisting of representatives from participating school districts and lay members of the communities) to insure that the best possible program selection is made and that course content and equipment is current. Area school's directors are also expected to work closely with representatives of industry to insure programs geared to meet the demands of those industries.

Vocational curricula offered in area schools are constructed around the following fields: agriculture, business and office, consumer homemaking, cooperative industrial and distributive, health occupations, and industrial trade and technical education.

Guidance and counseling is also available for students enrolled in the schools. Students are assisted in making realistic decisions concerning their vocational plans. Periodic follow-up surveys of former students are conducted to aid the assessment of the programs.[2]

The term "area vocational school" is actually defined in Public Law 90–576 as:

(A) A specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering the labor market, or

(B) The department of a high school exclusively or principally used for providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering the labor market, or

(C) A technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering the labor market, or

(D) The department or division of a junior college or community college or university which provides vocational education in no less than five different occupational fields, under the supervision of the state board, leading to immediate employment but not necessarily leading to a baccalaureate degree, if it is available to all residents of the state or an area of the state designated and approved by the state board, and if, in the case of a school, department, or division described in (C) or (D), it admits as regular students both persons who have completed high school and persons who have left school.[3]

To date, fifty-three administrative units have been approved by the State Board of Education to develop area vocational schools. Upon receiving this approval, an administrative unit is eligible for up to 50 percent reimbursement from funds administered by the vocational division of the State Department of Education for the construction of an area vocational school. Approved expenditures may include the following:

(1) Construction of new buildings,
(2) Acquisition, expansion, alteration and remodeling of existing buildings,
(3) Acquisition of land,
(4) Site grading and improvement
(5) Architectural, Engineering and inspection services rendered subsequent to the date of site selection
(6) Purchase of equipment.[4]

After an area vocational school is in operation, the sponsoring agency is eligible for a preferred program reimbursement rate from the state and federal funds administered by the State Department of Education. For example, area vocational school instructor's salaries are presently reimbursed at 50 percent, while comprehensive high school vocational instructor's salaries are reimbursed at $200 per teaching month.[5]

During the 1973–74 school year, forty-four area vocational schools were in operation providing vocational education programs for students from 307 participating high schools, representing 262 school districts. The total secondary enrollment was 18,417, with 4,770 students enrolled from participating districts and 13,647 students enrolled from host districts. These schools also enrolled 3,262 post secondary students and 31,943 adults.[6]

In some communities, schools are too small and too limited in special facilities to provide the educational services needed to meet today's demands.

Vocational programs in particular suffer if they are not supported with sufficient funds to develop curricula, construct shops and classrooms, and acquire up-to-date equipment. The potential number of students in smaller communities is not large enough to warrant either these expenditures or the specialized teachers, counselors and administrators needed to provide diversified occupational programs.

The area vocational school is a practical approach to providing adequate vocational and technical education opportunities. Two outstanding features of these schools are: (1) they provide training which leads to employment, and (2) they enroll students from more than one community or school district.[7]

Currently, a statewide policy does not exist governing allotment of student enrollment ratio nor does a suggested formula exist for apportionment of training slots to each participating district.

Public school districts designated as area vocational schools receive a favorable reimbursement for construction of facilities and operation of programs from the State Department of Education in order to provide vocational education for students of school districts located in the geographic area for which the area vocational school was established to serve. Therefore, the area vocational schools should provide vocational education opportunities on an equitable basis for secondary students residing in participating school districts and those residing in host districts.

In recent years Missouri has been emerging from an agricultural state to an industrial state. This emergence has created a need for providing trained and qualified workers required by industry.[8] Vocational education was generally thought of as being highly specialized, diversified, expensive and needed by only a small percentage of the population. In order to meet the expanding vocational training needs of people and keep cost reasonable, the concept of the area vocational school was begun. It was deemed necessary to designate one school as the host school and channel financial support and responsibility through the host district. One reason for this decision was that existing state law made provision for a local board of education of any school district maintaining a high school to form a contractural relation with another district for the purpose of providing vocational education services for high school students;[9] thus it was not necessary to wait for additional legislation to be passed by the Missouri legislature permitting the development of a network of area vocational schools.

During the past few years, there has been a great deal of discussion regarding secondary enrollments in area vocational schools from host and participating districts. School administrators have expressed concerns, such as:

1. Area vocational schools are more "vocational" than "area".

2. Many students in the State do not have access to an area vocational school.

3. Although students have access to an area vocational school they do not choose to participate.

4. Enrollments of students from participating school districts in area vocational schools are limited by quotas established by host districts.

To date, very little research has been done which would substantiate or refute these statements. Recent figures, referred to earlier in this paper, indicate enrollments from participating districts do not favorably compare with enrollments from host districts.

Currently, there is a moratorium on the designation of additional area vocational schools. This action was taken by the State Board of Education for two basic reasons: (1) to allow the State Department of Education to catch up with the construction of area vocational schools designated earlier, and (2) to allow the State Department of Education to develop additional criteria for the designation of future area vocational schools.

Much of value has been accomplished in the ten years since the impact of Public Law 88-210 was felt in Missouri. However, Mr. Chairman, there are some areas of concern that should be brought to your attention. When I responded to your questionnaire I expressed concern that the implementation of the act may not be in accordance with the intent of the act. I would submit the following for your consideration: the establishment of fifty-three area schools in ten years is certainly indicative of action and enthusiasm on the part of the State Department of Education. However, the question can be raised as to the economic and philosophical realities of such a "shotgun" approach. One of the major tennents behind the creation of area vocational schools is to provide funds to allow one school training when it would be beyond the scope of many fragmented school districts to economically provide. It would appear that fifty-three area vocational technical schools will simply provide mediocre training because the economics require to maintain the programs. The State of Missouri evidently can also foresee problems in this area—since a moratorium has been declared on the establishment of any new schools.

Secondly, I would question the purpose of such institutions. It is my opinion that we should never place a young man or woman in a position that will effectively stop his or her potential for growth. If we take the rigid position that area schools' only function in terminal—that is, the student should enter the work world after graduation from high school—we are not only supporting terminal institutions but also creating terminal individuals. Such schools should be envisioned as exploratory in nature and designed to serve as an arena for the healthy probing interest of youth.

The major thrust of my testimony is directed toward the third and final item in the summary. I am speaking in support of residential vocational education. Mr. Chairman, my comments will of necessity by directed towards Missouri and I will use Linn Technical College as an example several times in my remarks. However, I feel there are many states with precisely the same problems and potential as Missouri.

Missouri needs a post secondary vocational and technical educational institution that draws its students from all over Missouri, whose educational programs are determined by the statewide needs of business and industry; and which, therefore, can economically provide the costly concentration of educational facilities and equipment, the adequate numbers of highly specialized and industrially experienced instructors, and the wide variety of technical and occupational educational programs necessary to serve the best interest of the people of the State. Missouri needs an educational institution that will produce high quality business and industrial technicians. Many persons need vocational-technical education at a level and in a kind of setting that upon course of study completion, will find them prepared for industrial mobility. Inherited ability of persons to be educated and local employment opportunities are not necessarily compatible.

Missouri's college age population, especially those who are non-academically oriented, need and deserve a post secondary residential vocational and technical education in which they may enjoy, not only a program for the education of hand and mind but also the opportunity to experience the satisfaction of participation in an organized student life program that is comprehensive in nature, broad in scope, and successful in performance. This is based upon the realization that many students cannot, or will not, take advantage of this opportunity unless they are physically removed from the day-to-day influence of their local neighborhood environment; and that such participation is highly desirable in developing personal social adjustments, meaningful citizenship, and in promoting both social and occupational mobility.

Mr. Chairman, at the present time in Missouri, the legislature is embroiled in a great debate over the treatment of prisioners and in fact, the very structure of the Missouri Penal System. It would seem as if no single subject sparks as much comment as the punishment and treatment of offenders. I am not speaking as a proponent or exponent for any particular philosophy of penology. I do find it ironic that people become so concerned that offenders are properly and severely dealt with. But, curiously apathetic concerning education. It seems that we will cheerfully pay the tax which is necessary to support and punish convicts, but, loudly complain of that which goes to prevent his fellow-being from becoming a criminal.

It is axiomatic that a lack of education and subsequently means of support are the prime factors in turning a young person into a young offender. Also, we have all heard the predictions that in the next decade 80% of all jobs will require less than a 4 year degree but more than a high school diploma. I submit to you that from both a humane and practical posture the residential vocational school should be given the highest priority possible. I am asking you to embark on a program of information impetus and funding so that each state might develop residential vocational schools. The advantage of a residential vocational school over the non-residential or high school concept could be briefly summarized to include the following:

A RESIDENTIAL VOCATIONAL EDUCATION SCHOOL

1. Permits the school to serve a larger area and thus a wider segment of the population.

a. By providing living quarters for students whose homes are too distant to permit commuting.

b. By providing, as the enrollment grows, increased resources enabling the school to offer a greater variety of course to meet the demand for quality training.

c. By providing, through the increased resources costly training equipment which 'can be purchased, and the competition with industry for specialized instructors can be met.

2. Insures an adequate variety of courses for students with a wide variety of desires and abilities.

a. Residential schools are not limited to the demands or desires of local industries only.

3. Provides the opportunity to remove many of the nation's youth from the care of unfit and uninterested parents and from overcrowded, impoverished neighborhoods where temptation of delinquency and crime is strong.

a. Only through such schools can we hope to offer appropriate vocational education and the atmosphere for a well-rounded social adjustment.

4. Increases growth toward maturity and self confidence.

a. Youth need the necessary experience of making decision without parental assistance (some parents are over-protective).

b. Living in close contact with persons from various walks of life teaches the importance of learning to live with others as an adult.

c. Complete personal responsibility accelerates the approach to maturity.

5. Improves the image of vocational education through the addition of campus-life activities.

a. The give-and-take of dormitory life and out-of-class activities are as important to the vocational student as to the student of an academic university.

b. Whether we like it or not, status symbols are important in our daily life. "Going away to school" has long been such a symbol. Only a residential school can offer this opportunity. Vocational education must be up-graded in the parental mind to gain their approval and support.

1. Many who possess the inherent ability to be supervisors or leaders in the skilled crafts are guided (or misguided) into academic universities purely because of the status symbol and thus are lost to industry.

6. Encourages professional mobility.

a. Too many citizens prefer to cling to the past and stay in the home community. Leaving home to obtain vocational training may well be the incentive to encourage the youthful population to relocate as job opportunities dictate.

7. Provides an industrial-educational atmosphere.

a. A residential school is an entity within itself. Newly acquired skills can be customer-tested in an industrial atmosphere.

1. On-campus students become customers for the products of the baking and culinary arts students. The large number of students encourages variety of production and provides the student with varied experiences.

2. Families and single residential students can utilize the services of students in radio and television repair, appliance repair, refrigeration and servicing, and auto mechanics.

3. Offset and letterpress printing and commercial art students find a demanding customer in the school itself. Brochures, bulletins, text-books, workbooks, and the thousands of essential forms provide the desired variety of job performance.

4. Student stores and offices require retailing efforts and secretarial skills.

5. Campus vehicles, including trucks, heavy equipment, and student and employee cars offer shop exercises for the automotive and diesel students.

6. The campus buildings and equipment can provide the practical shop experience for the students in plumbing, electricity carpentry, and heating and air conditioning. These jobs would be under the supervision of the instructor and demonstrate practical application of classroom theory.

8. Exercises control over the student's activities of daily living.

a. A residential campus away from the heavily populated centers offers more exacting control over the student's time. The small town atmosphere necessarily forces the student to seek recreation and leisure pursuits on campus.

b. Vehicle control is more easily accomplished.

c. Local law enforcement can offer more cooperation of a specific nature.

d. Greater safety for the students is possible on the smaller campus in the less heavily populated community. Experience dictates the youth of any large metropolitan area could be more effectively served if the residential school was some distance from the city.

1. An example the supervisors of the employment assistance act, Public Law 959, definitely oppose frequent visits of students to their homes. They seek schools that are far enough away to prevent frequent visits to the "old way of life."

9. Provides better opportunities for recreation and use of leisure time.

a. Residential vocational schools afford the opportunity for further development of talents outside the chosen vocation; i.e., school bands, plays, clubs, and sports. Living on campus permits the student to utilize time that would ordinarily be spent in commuting.

b. The "ready-made" audience of students living on campus permits the school authorities to present fine arts programs from outside sources for their enjoyment.

10. Postpones entry into the workaday world and provides the opportunity for more complete development.

a. A full-time residential vocational program will keep a given number of youth out of the work force for a prescribed length of time permitting them to mature mentally, emotionally, and physically before tackling the adult world.

b. Students attending non-residential vocational schools tend to seek full-time employment of an unskilled nature during the day and attend night classes to strengthen their employability. For some, this is essential and commendable; however, employers prefer maturity and skill proficiency. This permits the person to enter the labor force at a higher wage level where jobs are more plentiful.

c. Students need time to develop judgment before entering the industrial world. Residential schools provide this time. Development of mature judgment can sometimes prevent early wedding dates which, while not specifically a responsibility of the educators, are creating industrial and social problems.

Mr. Chairman, the points in support of a residential technical school are valid. I have for the past 13 years been president of Linn Technical College. I have witnessed the truth in the statements submitted above. I have seen young men and women come to Linn Technical College both from the alleys of the ghetto and country lanes. I have seen them learn, mature and obtain employment—and with employment comes an often overlooked factor—dignity. The dignity of productive labor can not be overemphasized. Linn Tech has an honest, open-door policy. If a young man or young woman truly desires an education, we will provide the opportunity for that education. Our students are not affluent. Fully 80% work or are involved in some form of federal support ranging from the G.I. Bill to the work study program. The students come to us, Mr. Chairman, without funds and without a positive future. I feel we have a mandate to help provide both. The student who attends a technical college is often the dropout, the socially handicapped, the physically handicapped or perhaps even a prisoner.

Yes, Mr. Chairman, Linn Technical College does enroll inmates of Algoa, an intermediate reformatory, as regular students. We also provide special classes for mentally retarded adolescents. I do not wish to leave you with the impression that the above group are typical of our student body, but, they are part, an important part, of our institution.

To provide education to those who need it most seems to be realistic. To do otherwise, would be comparable to a physician limiting his practice only to the well. Linn Tech and other institutions of its kind, place priority upon the development of talent rather than the identification of talent.

Linn Tech is an area vocational school. We function as a residential school, but, legally we are not. Linn Tech is a public post secondary institution serving the entire state of Missouri, contigious states and several foreign countries. Because of our unique situation, we cannot participate in formal accreditation processes. We cannot receive B.E.O.G. funds. We cannot provide students with services that are considered basic to the academically gifted student. I speak of such things as libraries, physical education, student learning centers, and specialized personnel. In spite of this, we have been able to place 90% of our people at graduation each year for the past 13 years. I am not sure that we can continue to do so without assistance. We receive no funds from local taxes; all funds come from the Missouri State Department of Education and Federal Government. But now with an anticipated enrollment of 600 for the upcoming school term, I feel that Linn Tech and other schools like it are going to experience difficulty. I realize that Missouri has no direct representation on this committee. But I feel that this committee has at its disposal ways and means to encourage and implement educational change. I would respectfully ask for an assistance you can extent to Linn Tech or other like institutions. Push for the funding of the Residential Vocational School Act. Mr. Chairman, members of the committee, in the final analysis we will be judged by the quantity of schools we have created but by the quality of the graduates.

FOOTNOTES

[1] United States Congress, Public Law 90–576, "Vocational Education Amendments of 1968," 90th Congress, H.R. 18366, October 16, 1968, p. 7.

[2] Missouri State Department of Education, *Information Handbook for Vocational Education in Missouri* (Jefferson City: State Department of Education, 1970), p. 141.

[3] Public Law 90–576, p. 7.

[4] Department of Health, Education, and Welfare, *Federal Register*, Vol. 35, No. 91 (Washington: Government Printing Office, 1970), p. 7253.

[5] Missouri State Department of Education, *Information Handbook for Vocation Education in Missouri*, p. 13.

[6] Missouri State Department of Education, Vocational Division, "Missouri area Vocational School Survey," Jefferson City, June 1973. (Mimeographed)

[7] American Vocational Association, *Area Vocational Education Program* (Washington, D.C.: American Vocational Association, 1966), pp. 4–5.

[8] Bill Borgmeyer, *Vocational-Technical Training in Missouri* (Jefferson City: Missouri Division of Commerce and Industrial Development, 1969), p. VII.

[9] Missouri State Department of Education, *The Public School Laws of Missouri* (Jefferson City: State Department of Education, 1970), p. 309.

Chairman PERKINS. Go ahead Dr. Dwyer, and without objection your entire statement will be inserted in the record.

Mr. NAJARIAN. Mr. Chairman, Dr. Dwyer was not able to be here and expressed his sincere thanks for the invitation you gave him and asked I represent him.

My name is Michael Najarian, director of programs for the State board of community colleges.

Mr. Chairman and committee members, I am most appreciative of the opportunity to testify before the House Subcommittee on Elementary, Secondary, and Vocational Education. As president of the Massachusetts Board of Regional Community Colleges I have been long interested in the Vocational Education Act and its subsequent revisions. Over the past several years I have seen a dramatic increase in occupational education enrollment in the community college of our State.

Our State has long been known for the excellence of its private higer educational institutions. Little known outside our State is the educational revolution that is taking place within the relatively new institutions of public higher education the comprehensive community college.

We have recently compiled some very enlightening enrollment statistics which I would like to share with the members of this subcommittee as it relates to its deliberations on changes to existing vocational education legislation, and I have here the data which I would like submitted please.

[Tables referred to follow:]

EXHIBIT

COMMUNITY COLLEGE PROGRAM ENROLLMENT—HEAD COUNT (FALL 1967 TO FALL 1974)

Program	Fall 1967		Fall 1970		Fall 1974		Percentage change	
	Number	Percent	Number	Percent	Number	Percent	1967–70	1970–74
Occupational education	5,094	100.00	8,469	100.00	16,536	100.00	66.0	95.25
a. Business	3,430	68.32	3,996	47.18	8,143	49.24	14.8	103.78
b. Health	476	9.34	1,678	19.82	3,368	20.37	252.5	100.72
c. Engineer/Technical	998	19.59	1,783	21.05	1,688	10.21	78.7	−5.33
d. Service	140	2.75	1,012	11.95	3,337	20.18	622.9	229.74
Liberal arts transfer	5,360	....	8,659	....	8,996	....	53.8	3.89
Relationship of occupational education and liberal arts transfer program enrollments								
Occupational education	5,094	47.5	3,464	49.4	16,536	64.77	66.0	95.25
Liberal arts transfer	5,360	52.5	8,659	50.6	8,996	35.23	53.8	3.89
	10,454	100.0	17,128	100.0	25,532	100.00	....	....
Relationship of occupational education, general education, and liberal arts transfer program enrollments								
Occupational education	5,094	43.8	8,469	44.8	16,536	58.84	66.0	95.25
Liberal arts transfer	5,360	46.1	8,659	45.8	8,996	32.01	53.8	3.89
General education	1,165	10.1	1,783	9.4	2,571	9.15	53.0	44.20
	11,619	100.0	18,911	100.0	28,103	100.00	....	....

Source: Massachusetts Board of Regional Community Colleges, December 1974.

RELATIONSHIP OF LIBERAL ARTS TRANSFER, GENERAL EDUCATION, AND OCCUPATIONAL EDUCATION STUDENTS—ENROLLMENTS, FALL 1974

College	Total enrollment	Ranking	System percent	Liberal arts transfer		General education		Occupational education	
				Number	Percent	Number	Percent	Number	Percent
Berkshire	1,547	11	5.50	241	15.58	544	35.16	762	49.26
Bristol	1,820	7	6.48	617	33.90	....	....	1,203	66.10
Bunker Hill	2,100	5	7.47	806	38.38	74	3.52	1,220	58.10
Cape Cod	1,579	10	5.61	799	50.60	84	5.32	696	44.07
Greenfield	1,474	12	5.24	498	33.79	95	6.45	881	59.77
Holyoke	2,710	2	9.64	1,020	37.64	4	.0015	1,686	62.21
Massachusetts Bay	1,791	9	6.33	460	25.68	140	7.82	1,191	66.50
Massasoit	1,820	8	6.48	597	32.80	....	....	1,223	67.20
Middlesex	1,249	14	4.44	310	24.82	249	19.94	690	55.24
Mount Wachusett	1,293	13	4.60	166	12.84	381	29.47	746	57.70
North Shore	2,251	4	8.00	713	31.67	96	4.26	1,442	64.06
Northern Essex	2,522	3	8.98	1,123	44.53	210	8.33	1,189	47.15
Quinsigamond	1,965	6	7.00	853	43.40	62	3.16	1,050	53.44
Roxbury	605	15	2.15	403	66.61	50	8.26	152	25.12
Springfield Technical	3,377	1	12.01	390	11.55	582	17.23	2,405	71.21
	28,103	120	100.00	8,996	32.01	2,571	9.15	16,536	58.84

Source: Massachusetts Board of Regional Community Colleges, December 1974.

BUSINESS AND OFFICE PROGRAMS

OE code	OE institution program title	Berkshire	Bristol	Bunker Hill	Cape Cod	Greenfield	Holyoke	Massachusetts Bay	Massasoit	Middlesex	Mount Wachusett	Northern Essex	North Shore	Quinsigamond	Roxbury	Springfield Tech	Total
04.0800	General merchandise	80			46		61				14		18				219
04.1100	Hotel/motel management			39	66		22										127
04.1200	Industrial marketing		42			20											62
04.0101	Accountants		68		42		127				74	114			17		442
04.0200	Business data processing	56	28			32	83	18			44		39			122	422
04.0203	Programmers											62					62
14.0499	Information Communication System, other.		63				29					34					126
14.0603	Personnel assistants										29						29
14.0701	Executive secretary	81	44	169	54	52	123		174	60	60		137	132	34		1, 120
14.0702	Secretaries		79	62	82	51	92	327		102	29	269	126		7	319	1, 545
14.0800	Supervisory and Administration management occupation.	94	161	301	168	110	286	512	407	237	111	267	334	414	37	382	3, 821
04.1900	Transportation management				25												25
04.0600	Food distribution						17										17
14.0801	Administrative services management.						8										8
14.9900	Medical record technician							38									38
14.0700	Court and conference reporting							42									42
04.0700	Food management											5					5
09.0205	Nursing home management											33					33
	Total	311	485	596	458	265	848	957	581	399	361	784	654	546	95	823	8, 143

Source: Massachusetts Board of Regional Community Colleges, December 1974.

ALLIED HEALTH PROGRAMS

OE code	OE institution program title	Berkshire	Bristol	Bunker Hill	Cape Cod	Greenfield	Holyoke	Massachusetts Bay	Massasoit	Middlesex	Mount Wachusett	Northern Essex	North Shore	Quinsigamond	Roxbury	Springfield Technical	Total
07.9900	Health cluster[1]														19		19
07.0101	Dental assisting									25						44	69
07.0102	Dental hygiene		40		30					51				37		51	209
07.0203	Medical laboratory assisting		37					34		38						36	145
07.0301	Nursing (A.D.)	86	160		142	89	154	88	148	59	76	87	153	166		122	1,530
07.0305	Surgical technical (operating room technology)															28	28
07.0400	Rehabilitation technology												35				35
07.0401	Occupational therapy assistant												25	57			82
07.0402	Physical therapy assistant							12					25			48	85
07.0501	Radiologic technician			8			24			46		21	73	43		34	249
07.0701	Environmental health assistant	102					80						29				211
07.0801	Mental health technician		65							34			31				130
07.0899	Community mental health technician					69					69	43				77	258
07.0903	Inhalation therapy technician											17	36	39		35	127
07.0904	Medical assistant									38						82	120
09.0107	Dietetic technology						25					17					42
07.0502	Radiation therapy															8	8
16.0115	Nuclear medicine			12												9	21
	Total	188	302	20	172	158	283	134	148	291	145	185	407	342	19	574	3,368

[1] Including prenursing, premedical laboratory assistant.

Source: Massachusetts Board of Regional Community Colleges, December 1974.

SERVICE OCCUPATIONS

OE code	OE institution program title	Berkshire	Bristol	Bunker Hill	Cape Cod	Greenfield	Holyoke	Massachusetts Bay	Massasoit	Middlesex	Mount Wachusett	North Shore	Northern Essex	Quinsigamond	Roxbury	Springfield Tech	Total
04.1800	Recreation and tourism	95				65		24									184
09.0201	Care and guidance of children		77			54	137	62				54	[1]68	48	26	87	613
06.0602	Fire and Fire Science Technician		5	82					30			58				11	186
06.0605	Police Science Technician		77	234	[illegible]	74	220		266		131	167			3	128	1,366
16.0699	Human services	38		243					100								381
17.0700	Commercial arts occupation	54				57											111
17.1501	Communications					63					48					49	160
17.1900	Graphic arts occupation			45		37										77	159
17.2602	Cosmetology															33	33
17.2800	Public administration											2				11	13
09.299	Instructional aid		37														37
14.0803	Clerical office assistant								16								16
16.0605	Corrections						78										78
	Total	187	196	604	66	350	435	86	412		179	281	68	48	29	396	3,[illegible]

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[1] Including Educational Assistant.

Source: Massachusetts Board of Regional Community Colleges, December 1974.

TECHNICAL ENGINEERING

OE code	OE institution program title	Berkshire	Bristol	Bunker Hill	Cape Cod	Greenfield	Holyoke	Massachusetts Bay	Massasoit	Middlesex	Mount Wachusett	Northern Essex	North Shore	Quinsigamond	Roxbury	Springfield Technical	Total
01.0504	Landscaping technology															71	71
16.0100	Basic engineering	39	10				68	34	82			48		50	9		389
16.0101	Aero technology												37				37
16.0104	Auto technology															59	59
16.0105	Chemical technology						5										5
16.0106	Civil technology		[1] 96			64						37		10		73	280
16.0107	Electrical technology		42													71	113
16.0108	Electronic technology	19					47					50		45		129	290
16.0109	Electromechanical technology		19								61		63				143
16.0110	Environmental control technician, other		35			44						17				55	151
16.0113	Mechanical technician		18											9		30	57
16.0113	Machine and tool design technician	18														33	51
16.9901	Environmental technician															33	33
16.9902	Electronic benchwork															9	9
	Total	76	[illegible]20			108	120	34	82		61	152	100	114	9	612	1,688

[1] Including land surveying and drafting technology.

Source: Massachusetts Board of Regional Community Colleges, December 1974.

BUSINESS/OFFICE PROGRAMS

OE code	OE institution program title	Number of programs	Total students	Percentage of total
04.0800	General merchandise	5	219	2.69
04.1100	Hotel motel management	3	127	1.56
14.1200	Industrial marketing	2	62	.76
14.0100	Accountants	6	442	5.43
14.0200	Business data processing	8	422	5.18
14.0203	Programmers	1	62	.76
11.0499	Information communication system, other	3	126	1.55
14.0603	Personnel assistants	1	29	.036
14.0701	Executive secretary	12	1,120	13.75
14.0702	Secretaries	12	1,545	18.97
14.0800	Supervisory and administration management occupation.	15	3,821	46.92
09.0205	Nursing home management	1	33	.041
14.1090	Transportation management	1	25	.031
14.0600	Food distribution	1	17	.021
14.0801	Administrative services management	1	8	.009
14.9900	Medical record technician	1	38	.47
14.0700	Court and conference reporting	1	42	.52
04.0700	Food management	1	5	.006
	Total	75	8,143	100.00

Source: Massachusetts Board of Regional Community Colleges, December 1974.

ALLIED HEALTH PROGRAMS

OE code	OE institution program title	Number of programs	Total students	Percentage of total
07.9900	Health cluster	1	19	0.56
07.0101	Dental assisting	2	69	2.05
07.0102	Dental hygiene	5	209	6.21
07.0203	Medical laboratory assisting	4	145	4.31
07.0301	Nursing (A.D.)	13	1,530	45.43
07.0305	Surgical technician (operating room technology)	1	28	.83
07.0400	Rehabilitation technology	1	35	1.04
07.0401	Occupational therapy technician	2	82	2.43
07.0402	Physical therapy assistant	3	85	2.52
07.0501	Radiologic technician	7	249	7.39
07.0701	Environmental health assistant	3	211	6.26
07.0801	Mental health technician	3	130	3.86
07.0899	Mental health, technician, other	4	258	7.66
07.0903	Inhalation therapy technician	4	127	3.77
07.0904	Medical assistant	2	120	3.56
09.0107	Dietetic technology	2	42	1.25
07.0502	Radiation therapy	1	8	.23
16.0115	Nuclear medicine	2	21	.62
	Total	60	3,368	100.00

Source: Massachusetts Board of Regional Community Colleages, December 1974.

SERVICE OCCUPATIONS

OE code	OE institution program title	Number of programs	Total students	Percentage of total
04.1800	Recreation and tourism	3	184	5.51
09.0201	Care and guidance of children	9	613	18.37
16.0602	Fire and fire science technician	5	186	5.57
16.0605	Police science technician	10	1,366	40.93
16.0699	Human services	3	381	11.41
17.0700	Commercial arts occupation	2	111	3.33
17.1501	Communications	3	160	4.79
17.1900	Graphic arts occupation	3	159	4.76
17.2602	Cosmetology	1	33	.99
17.2800	Public administration	2	13	.39
16.0605	Corrections	1	78	2.34
09.299	Instructional aid	1	37	1.11
14.0803	Clerical office assistant	1	16	.47
	Total	44	3,337	100.00

Source: Massachusetts Board of Regional Community Colleges, December 1974.

TECHNICAL/ENGINEERING PROGRAMS

OE code	OE institution program title	Number of programs	Total students	Percentage of total
01.0504	Landscaping technology	1	71	4.21
16.0100	Basic engineering	9	389	23.05
16.0100	Aero technology	1	37	2.19
16.0104	Auto technology	1	59	3.50
16.0105	Chemical technology	1	5	.30
16.0106	Civil technology	5	280	16.59
16.0107	Electrical technology	2	113	6.69
16.0108	Electronic technology	5	290	17.18
16.0109	Electromechanical technician	3	143	8.47
16.0110	Environmental control technician	4	151	8.95
16.0113	Mechanical technology	3	57	3.38
16.0113	Machine and tool design technician	2	51	3.02
16.9901	Environmental technology	1	33	1.95
16.9902	Electronic benchwork	1	9	.35
	Total	39	1,688	100.00

Source: Massachusetts Board of Regional Community Colleges, December 1974.

BUSINESS OCCUPATIONS

Community college	Fall 1967		Fall 1970		Fall 1974		Percentage change 1967-70	Percentage change 1970-74
	Number	Percent	Number	Percent	Number	Percent		
Berkshire	164	4.71	141	3.53	311	3.82	14.0	120.57
Bristol	261	7.50	269	6.73	485	5.96	3.0	80.30
Bunker Hill					596	7.32		
Cape Cod	105	3.02	116	2.90	458	5.62	10.05	294.83
Greenfield	126	3.62	183	4.58	265	3.25	45.2	44.81
Holyoke	545	15.66	589	14.74	848	10.41	8.1	43.97
Massachusetts Bay	453	13.02	150	3.75	937	11.51	66.9	524.67
Massasoit	226	6.49	341	8.53	581	7.13	50.9	70.38
Middlesex			140	3.50	399	4.90		185.00
Mt. Wachusett	301	8.65	309	7.73	361	4.43	2.7	16.83
North Shore	354	10.17	432	10.81	784	9.63	22.0	81.48
Northern Essex	358	10.29	508	12.71	654	8.03	41.9	28.74
Quinsigamond	338	9.71	456	11.41	546	6.71	34.9	19.74
Roxbury					95	1.17		
Springfield Technical	249	7.16	362	90.6	823	10.11	45.4	127.35
Total	3,480	100.0	3,996	100.00	8,143	100.00	14.8	103.78

Source: Massachusetts Board of Regional Community Colleges, December 1974.

HEALTH OCCUPATIONS

Community college	Fall 1967		Fall 1970		Fall 1974		Percentage change 1967-70	Percentage change 1970-74
	Number	Percent	Number	Percent	Number	Percent		
Berkshire	3[illegible]	7.78	69	4.11	188	5.58	86.5	172.46
Bristol	42	('68)	181	10.79	302	8.97	331.0	66.85
Bunker Hill					20			
Cape Cod	34	('68)	100	5.96	172	5.11	194.1	72.00
Greenfield	62	13.03	120	7.15	158	4.69	93.5	31.67
Holyoke	53	11.13	175	10.43	283	8.40	230.2	61.71
Massachusetts Bay	53	11.13	80	4.77	134	3.98	50.9	67.50
Massasoit	46	('68)	88	5.24	148	4.39	91.3	68.18
Middlesex			44	2.62	291	8.64		561.36
Mt. Wachusett					145	4.31		
North Shore	51	('68)	199	11.86	185	5.49	290.2	-7.04
Northern Essex	35	('68)	65	3.87	407	12.08	85.7	526.15
Quinsigamond	82	17.23	163	9.70	342	10.15	98.8	109.83
Roxbury					19			
Springfield Technical	189	39.70	394	23.50	574	17.04	108.5	45.69
Total	476	100.00	1,678	100.00	3,368	100.0	252.5	100.72

Source: Massachusetts Board of Regional Community Colleges, December 1974.

SERVICE PROGRAMS

Community college	Fall 1967		Fall 1970		Fall 1974		Percentage change 1967-70	Percentage change 1970-74
	Number	Percent	Number	Percent	Number	Percent		
Berkshire	60	(sp '69)	133	13.14	187	5.60	121.7	40.60
Bristol	41	29.29	133	13.14	196	5.87	224.4	47.37
Bunker Hill					604	18.10		
Cape Cod					66	1.98		
Greenfield	75	53.57	192	18.97	350	10.48	156.0	82.29
Holyoke	4	(sp '69)	45	4.45	435	13.04	1,025.0	866.67
Massachusetts Bay	138	(F '68)	258	25.49	86	2.58	86.9	−66.67
Massasoit					412	12.35		
Middlesex								
Mt. Wachusett					179	5.36		
North Shore	23	(F '68)	201	19.86	68	2.04	3.9	−66.17
Northern Essex			25	2.47	281	8.42		1,024.00
Quinsigamond					48	1.43		
Roxbury					29	.87		
Springfield Technical	24	17.14	25	2.47	396	11.87	4.2	1,484.00
Total	140	100.0	1,012	100.00	3,337	100.00	622.9	229.74

Source. Massachusetts Board of Regional Community Colleges, December 1974.

ENGINEERING/TECHNOLOGY PROGRAMS

Community college	Fall 1967		Fall 1970		Fall 1974		Percentage change 1967-70	Percentage change 1970-74
	Number	Percent	Number	Percent	Number	Percent		
Berkshire	85	8.52	44	2.47	76	4.50	48.2	72.73
Bristol	73	7.31	95	5.34	220	13.03	30.1	131.58
Bunker Hill								
Cape Cod								
Greenfield	25	2.51	47	2.64	108	6.40	88.0	129.79
Holyoke	123	12.32	145	8.13	120	7.10	17.9	17.24
Massachusetts Bay	31	3.11	31	1.74	34	2.01	0	.96
Massasoit			70	3.77	82	4.86		17.14
Middlesex								
Mt. Wachusett	47	4.71	49	2.75	61	3.61	4.3	24.49
North Shore	68	6.81	86	4.62	152	9.00	26.5	76.74
Northern Essex	84	8.42	106	5.95	100	5.92	26.3	−5.66
Quinsigamond	60	6.01	110	6.17	114	6.75	83.3	.94
Roxbury					9	.05		
Springfield Technical	361	36.17	1,000	56.09	612	36.26	117.0	−38.80
Total	998	100.00	1,783	100.00	1,688	100.00	78.7	−5.33

Source: Massachusetts Board of Regional Community Colleges, December 1974.

Mr. Najarian. In 1967 occupational education enrollment in our community colleges accounted for 47.5 percent of the total enrollment, whereas liberal arts transfer students accounted for 52.5 percent of the students. Earlier in 1964 occupational education students accounted for only 15 percent of the total enrollment.

The role of occupational education in the State was being studied in 1968 by the Massachusetts Advisory Council on Education which in its report stated "that almost without exception the community colleges have relegated occupational education to a minor role."

Although I originally disagreed strongly with that judgment, it cannot possibly be repeated in Massachusetts again. The Board support by state funds provided for new campuses, larger facilities and technical laboratories during the ensuing period. Not one dollar of Federal construction moneys allocated to the Commonwealth under the Vocational Education Act for this purpose was used. The board of community colleges did not request any of these funds because the greatest need at that time was at the secondary level.

During a more recent period, fiscal year 1972 through fiscal year 1975, which is the current academic year, occupational education enrollment increased from 9,535 students to 16,536 students, a percentage increased of 73.4 percent. In any language this can be described as a dramatic shift in our enrollment.

How did Federal vocational education funds influence this change? This is the fundamental question the committee members are concerned with. In fiscal year 1972 the community colleges of our State received approximately $946,000. In fiscal year 1975 the community colleges received $1,458,907, a percentage increase of 59 percent over the fiscal year 1972 Federal funding. However, during this period occupational education enrollment increased 73.4 percent, as stated earlier.

Across the board it can be said that in fiscal year 1972 Federal support amounted to $99 per student, but in fiscal year 1975 this amount decreased to $88 per student. The primary assistance has been in the funding of new and expanding programs. Federal funds have undoubtedly had a significant impact in getting new programs underway in our community colleges.

At this time I would like to give you my views on how current vocational education legislation could be modified to provide better support nationally as well as in our own State to the community colleges and their steadily increasing role in postsecondary occupational education.

In the case of Massachusetts the state to a large extent has been the major funding source for postsecondary occupational education in the community colleges. Our current fiscal year 1975 state maintenance appropriation for the system of 15 community colleges in Massachusetts is approximately $40,320,000. Of this amount roughly $27 million is the State's share in the support of occupational education in the community colleges.

The $1,459,000 in postsecondary vocational education funds we were awarded this fiscal year—and as of this date we have received only an initial 25 percent of the total allocation, with the first two quarters of the fiscal year already passed thus far—represents a Federal support factor of only 5.8 percent. Over 94 percent of the support of occupational programs is in the nature of State funds.

I believe that is an adequate demonstration of our State's strong commitment and financial support of the comprehensive community colleges and the occupational education student. Given these facts, I do not feel that the present 15 percent set aside for postsecondary occupational programs is sufficient. It may have been in 1968 when the basic vocational act was amended, but since that time postsecondary technical education programs in community colleges throughout the country have literally exploded onto the vocational education scene.

Eliminating the postsecondary set-aside would create serious problems for us and our steadily increasing need for Federal funds in our continuing efforts to provide relevant educational programs which will give our students marketable skills in today's world. It is essential that the members of this subcommittee give serious consideration to the necessity for increasing the postsecondary set-aside, as indicated in H.R. 3036 which Chairman Perkins and 17 members of the full committee have sponsored.

For several years the relationship of the State boards for vocational education and the community colleges have been the subject of numerous research studies, conferences and workshops. Literally millions of words have been spoken and written on the subject and yet the basic weaknesses that have existed remain unchanged. The basic Vocational Education Act and the 1968 amendments provide for a sole State agency for vocational education.

In most States this agency is contained in or is synonymous with the board responsible for elementary and secondary education. In Massachusetts we are a separate board for community colleges with our own enabling legislation. The State agency responsible for coordinating and approving our curriculum and those of the 4-year public and private postsecondary educational institutions is the Massachusetts Board of Higher Education.

Despite this effectively operating structure we are required by reason of the existing Federal legislation to request Federal funding for occupational education programs from the State board for vocational education. Except for the vocational education act's sole State agency requirement, this board is exclusively responsible for elementary and secondary education.

There have been in my experience as president of the board of community colleges in Massachusetts several changes in our relationships with our State's board of vocational education. I have found that these changes occur, some good and some bad as State directors change. Communications increase or decrease as vocational program specialists come and go.

Program specialists may encourage or discourage new programs in individual colleges, a procedure which I have discouraged since these individual forays are often in direct conflict with our board's plans and priorities although they may be acceptable to the program specialists' own priorities or the published objectives of State vocational education plan in which we have rarely participated. Program specialists from the board of vocational education have preferred to deal directly with our community colleges rather than on planning based on regional or statewide needs. I have found that successful program funding is often based on the ability to maintain good relations and a proper attitude. This to me is too arbitrary a mechanism for so vital a task.

I presently serve on our State's 1202 commission and recognize the need for careful educational planning to improve articulation between our colleges and secondary schools and to eliminate unnecessary duplication, overlapping and nonproductive educational programs. As our board's representative to the commission I am vitally concerned that our own house is in order. Several of our colleges, with the board's full support, are presently articulating with secondary vocational institutions to share staff and facilities and to increase vocational opportunities for students wherever possible.

I believe that our board and staff have the competence needed to determine which of our programs should be funded or not funded. The Massachusetts Board of Regional Community Colleges has had the responsibility for developing a State system of 15 community colleges at a cost to the Commonwealth of $250 million and with an operating budget of over $40 million.

The board office in daily contact with colleges is without question in a better position than any other State agency to determine how

Federal funds may be allocated for maximum return. If we have demonstrated the capability to plan and establish community colleges, administer educational programs, and provide learning opportunities for our students, I would venture to say we have proven our ability to manage Federal funds effectively without the present necessity for constantly justifying our existence or our need for funds to the State Board of Education.

The tortuous path that presently exists often needlessly precludes or delays the implementation of occupational education programs. The checks and balances proposed in H.R. 3036 provide adequate controls. I should strongly recommend to the committee that serious consideration be given to the proposed legislation that postsecondary funds for community colleges be channeled to the State boards for community colleges.

I greatly appreciate the opportunity to appear before the subcommittee and sincerely hope that the significance of the community colleges' occupational education programs is fully recognized in your deliberations.

Thank you.

Chairman PERKINS. Dr. Feddersen, you may proceed.

Dr. FEDDERSEN. Mr. Chairman, I welcome this opportunity to appear here today to testify on career, vocational and occupational education. I thank you for the invitation.

With your permission I will enter my complete statement on the record and attempt to summarize it as briefly as possible.

Chairman PERKINS. Without objection your entire statement will be inserted in the record.

Go ahead.

[The complete statement follows:]

PREPARED STATEMENT OF DR. WILLIAM H. FEDDERSEN, PRESIDENT, THE WILLIAMSPORT AREA COMMUNITY COLLEGE, WILLIAMSPORT, PA.

INTRODUCTION

Mr. Chairman and members of the House Subcommittee, my name is Bill Feddersen and I am President of The Williamsport Area Community College, Williamsport, Pennsylvania. I welcome this opportunity to testify on career, vocational, and occupational education, and thank you for the invitation. With your permission I shall enter my complete statement in the record, and orally present a brief summary.

I am testifying on behalf of the Pennsylvania Commission for Community Colleges and The Williamsport Area Community College. The Commission for Community Colleges represents all 14 community colleges in the Commonwealth, serving over 60,000 full-time equivalent degree and certificate students, plus twice as many non-credit students. The Williamsport Area Community College is unique in Pennsylvania in that we serve over 3500 secondary and postsecondary career education students plus several thousand community service and continuing education students. Over 90 percent of our students are enrolled in vocational-technical programs.

I appear before you today to advocate the adoption of H.R. 3036, a bill to amend the Vocational Education Act amendments of 1968.

I am happy to be able to speak to you as a community college administrator who has experienced first-hand for the past ten years the positive impact that occupational education has had both in the lives of individuals and in the community. I shall speak briefly about the growth and development of occupational programs since the first Pennsylvania community college opened its doors in 1964, outline for you the unique career education model which exists at The Williamsport Area Community College, and finally, offer for your consideration several recommendations related to Vocational Funding.

OCCUPATIONAL EDUCATION IN PENNSYLVANIA'S COMMUNITY COLLEGES

Since their inception in 1964, one of the main purposes of Pennsylvania's community colleges was to provide skilled manpower to local communities through a diversity of postsecondary vocational programs. These 14 community colleges came into existence despite the prevailing attitude in some places that the dozens of branch campuses and extension centers of existing universities were serving the postsecondary needs of Pennsylvania communities and the employment needs of business and industry. Today community colleges serve over 60,000 associate degree or certificate students, with 55 percent of these students involved in occupational education. The dramatic growth of occupational enrollment is amply demonstrated on the graphs and tables on the following pages. These charts prepared by Robert L. Sheppard, Pennsylvania Department of Education, show a growth in occupational enrollment from 3,910 in 1966 to 30,180 in 1973. This growth pattern continues through this year with indications of additional new career programs and increasing numbers of vocational-technical students in the future.

Today educators, taxpayers, and politicians are all keenly aware of the severe economic crunch facing our country. We fully realize the need for improved efficiency and economy in the operation of all levels of our educational system. This mandates cooperation among all educational agencies in order to avoid duplication of effort. Carefully coordinated state-wide master planning could avoid inefficiencies and duplicated, competitive efforts among different agencies, but you and I know few states seriously practice what they preach in master plan documents. This is unfortunate for taxpayers and for citizens who live in areas where equality of educational opportunity does not exist.

It is interesting to note that above the policically motivated educational battles that take place in the state, Pennsylvania's community colleges are quietly demonstrating that cooperation can succeed if the right spirit and legislation are present. The Community College Act of 1963 permits a community college to sponsor a student at another community college in order to enroll in a curriculum not offered by the home institution. Last year approximately 800 students were exchanged so they could enroll in what could be termed "state-wide" programs. Of 84 occupational programs offered by all 14 community colleges, 31 are not duplicated and these programs really serve the entire state. The table on the following page illustrates how this system works, showing the number of students sent and received by each Pennsylvania community college.

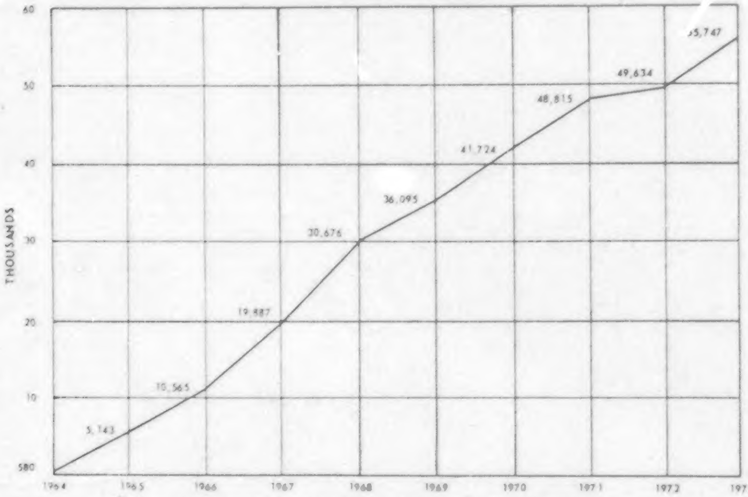


FIGURE 1: TOTAL ENROLLMENTS IN COMMUNITY COLLEGES, Fall 1964-1973

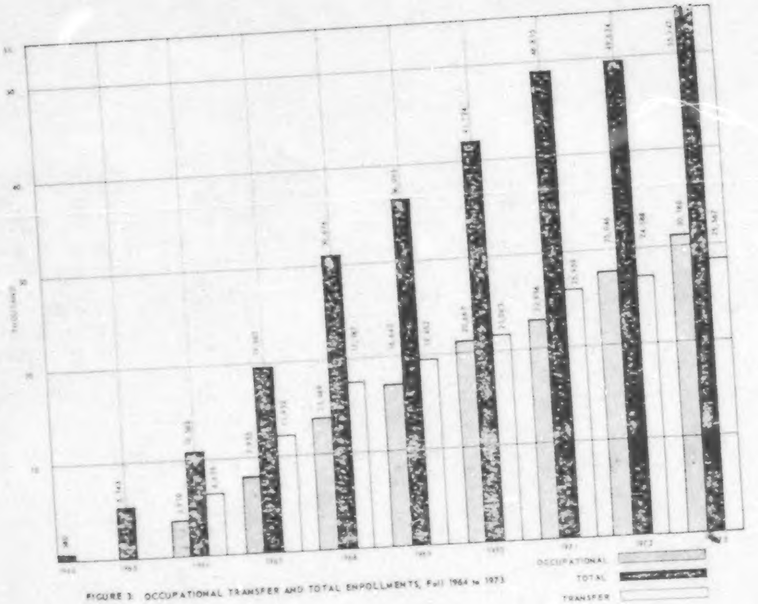


FIGURE 3 OCCUPATIONAL TRANSFER AND TOTAL ENROLLMENTS, Fall 1964 to 1973

OCCUPATIONAL PERCENTAGES

Year	College	BUCKS	BUTLER	ALLEGHENY CAMPUS	BOYCE CAMPUS	SOUTH CAMPUS	CENTER NORTH	BEAVER	PHILADELPHIA	DELAWARE	HARRISBURG	LEHIGH	LUZERNE	MONTGOMERY	NORTHAMPTON	READING	WESTMORELAND	WILLIAMSPORT	TOTAL OCCUPATIONAL, TRANSFER AND OCCUPATIONAL PERCENTAGE			
																			OCCUPATIONAL	TRANSFER	GRAND TOTAL	OCC. PERCENT
Fall 1969 (FY 69-70)	Occ.	1193	764	2430	1364	345		750	2498	705	1273	577	500	990	746			2698	16643	——	16643	
	Trans.	2678	365	1006	2312	1555		320	2692	1225	1947	1244	964	1400	1073			949	——	19452	19452	
	Total	3844	1129	3436	3676	1900		1070	5190	1930	3220	1821	1464	2390	1819			3647	16643	19452	36095	
	Occ.%	31.1%	67.7%	70.7%	37.1%	18.2%		70.1%	48.1%	36.5%	39.5%	31.7%	34.2%	41.4%	41.0%			74.0%	——	——	——	46.1%
Fall 1970 (FY 70-71)	Occ.	1463	504	3221	1506	598		777	2462	797	2010	[illegible]	540	1394	1430		268	2275	20661	——	20661	
	Trans.	1866	602	1489	2134	1232		758	3190	1636	1786	1152	927	1863	1380		0	451	——	21063	21063	
	Total	4152	1106	4710	3640	1830		1536	5652	2433	3796	2242	1467	3257	2810		268	2726	20661	21063	41724	
	Occ.%	35.2%	45.6%	68.4%	41.4%	32.7%		48.9%	43.6%	32.8%	52.9%	48.6%	36.8%	42.8%	50.9%		100%	83.5%	——	——	——	49.5%
Fall 1971 (FY 71-72)	Occ.	1911	540	2849	1178	355		1115	2364	896	2050	1332	536	2617	1373	132	686	2324	22856	——	22856	
	Trans.	3636	726	5046	3650	1743		512	1599	1710	2290	1019	1102	1708	1496	182	158	604	——	25959	25959	
	Total	5547	1266	7895	4828	2098		1627	3963	2606	4340	2351	1638	4325	2869	314	844	2928	22856	25959	48815	
	Occ.%	34.5%	42.7%	36.1%	24.4%	16.9%		68.5%	59.7%	34.4%	47.2%	56.7%	32.7%	60.5%	47.9%	42.0%	81.3%	79.4%	——	——	——	46.8%
Fall 1972 (FY 72-73)	Occ.	1613	597	3608	1926	1276		868	1486	2450	2271	1292	425	2062	1578	291	958	2015	25046	——	25046	
	Trans.	2559	1106	3042	1629	1348		368	4047	1802	1788	890	1013	2172	886	161	423	271	——	24588	24588	
	Total	4172	1703	6650	3555	2624		1236	5533	4252	4059	2182	1438	4234	2464	452	1381	2286	25046	24588	49634	
	Occ.%	38.7%	35.1%	54.3%	54.2%	48.6%		70.2%	26.9%	57.6%	55.9%	59.2%	29.6%	48.7%	64.0%	64.4%	69.4%	88.1%	——	——	——	50.5%
Fall 1973 (FY 73-74)	Occ.	1742	1007	3758	2171	3074	2019	1094	2960	838	2407	1341	498	1846	1453	238	1104	2010	30180	——	30180	
	Trans.	1865	538	4064	2191	2253	65	382	5484	2714	1539	700	872	2517	1081	170	379	255	——	25567	25567	
	Total	3607	1545	7822	4362	5327	2084	1476	8444	3552	3946	2041	1370	4363	2534	408	1483	2265	30180	25567	55747	
	Occ.%	48.3%	65.2%	48.0%	49.8%	57.7%	96.9%	74.1%	35.1%	23.6%	61.0%	65.7%	36.4%	42.3%	57.3%	58.3%	74.4%	88.7%	——	——	——	54.1%

In addition, Pennsylvania community colleges cooperate with secondary area vocational-technical schools. With the exception of The Williamsport Area Community College, which serves as the area vocational-technical school for 12 of the 19 sponsoring school districts, many of the other community colleges have established special coordinating councils with the area vocational-technical school(s) in their area in order to cooperatively plan and articulate career education at both the secondary and postsecondary level. There are also some indications of cooperation between two-year and four-year colleges, such as the Rural Studies program operated by a consortium of 7 private and public four-year colleges plus The Williamsport Area Community College.

The real test of occupational education is an examination of the outcome. According to data assembled by VEMIS (Vocational Education Management Information System) the percent of placement of community college graduates in jobs related to their preparation is slightly higher than that of proprietary and area vocational-technical schools. The average placement rate for all vocational institutions in Pennsylvania is above 50 percent. The growth in the number of community college graduates state-wide is illustrated in Figure 2, rising from 324 in 1966 to 7,688 in 1973.

COLLEGE-SPONSORED STUDENT TRANSFERS—1973-74

College	Number sent	Number received	Total college cost	No. sent to distant C C [1]	Number rejected
Bucks	67	85	$14, 163	28	7
Butler	59	29	11, 883	1	1
Allegheny	60	85	10, 074	20	21
Beaver	13	25	3, 102	....	0
Philadelphia	43	11	16, 725	....	25
Delaware	11	1	2, 875	6	8
Harrisburg	73	34	28, 564	73	0
Lehigh	234	105	25, 750	0	25
Luzerne	14	0	4, 180	13	33
Montgomery	26	6	7, 203	8	10
Northampton	102	281	28, 015	20	0
Reading	2	0	775	0	0
Westmoreland	59	5	15, 017	7	55
Williamsport	17	162	5, 518	17	0
Totals	780	829	173, 844	193	178

[1] Distant—not a community bordering on the sending college's service area.

Despite the overwhelming success of the 14 community colleges in the state, thousands of people in Pennsylvania still do not enjoy the same educational opportunities and benefits available to the people who live in a community college district. The State Board of Education approved a community college service area boundary plan to be used by potential community college sponsors. However, six years after approval of that plan, 16 of the 28 approved service areas do not have access to postsecondary occupational programs. You will note by examining the service area boundary may that the areas still not served are rural, sparsely populated, Applachian areas. If, the Williamsport Technical Institute had not existed prior to the Community College Act of 1963, there would not be a community college in rural North Central Pennsylvania today. The unserved area of the state contains approximately 36 percent of the Commonwealth's population, or over 4,300,000 people. Compare this figure to the four million population of the state of Maryland with its fine community college system. Our unserved population is the equivalent of the total population in the states of Kansas and Colorado combined. According to Angelo Gillie, if the entire state were served by community colleges at the enrollment rate found in California, the total community college enrollment would be 126,000 students, or twice as many as currently being served.

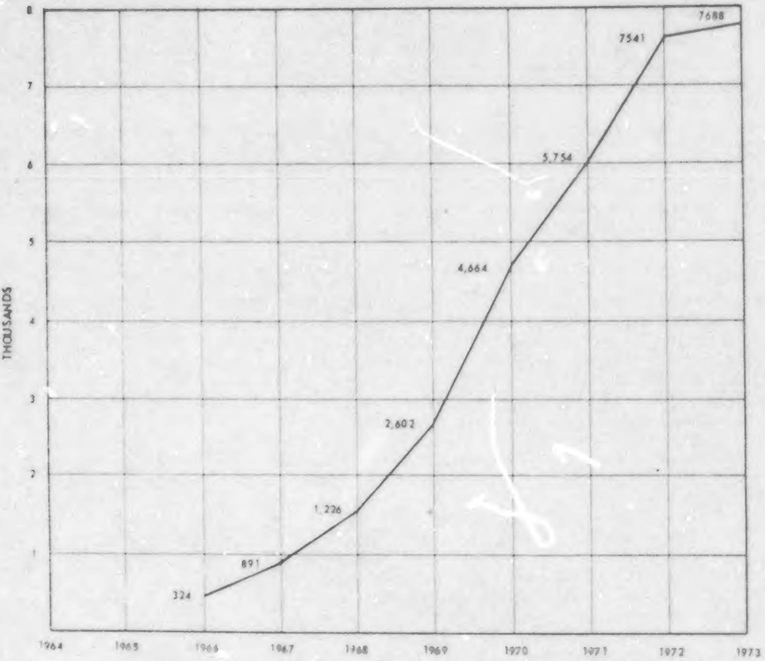
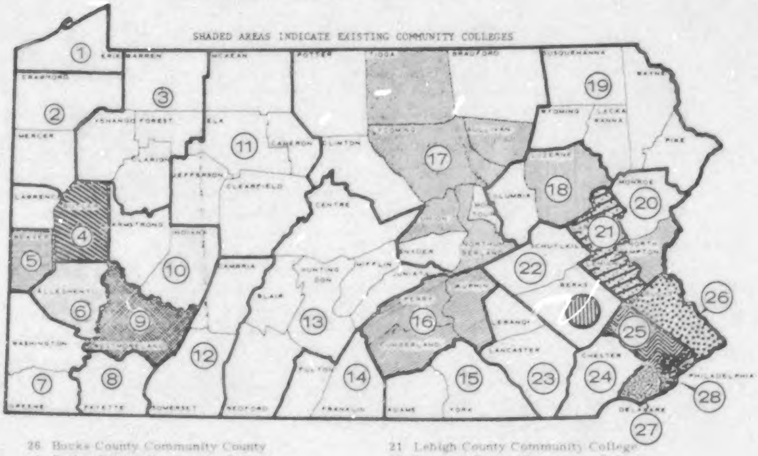


FIGURE 2: TOTAL GRADUATES FROM COMMUNITY COLLEGES 1966-1973 ASSOCIATE DEGREE, CERTIFICATE AND DIPLOMA- 72 & 73 - GRADUATES AND COMPLETERS.

COMMUNITY COLLEGE SERVICE AREA BOUNDARY MAP

Approved by the State Board of Education July 11, 1968


SHADED AREAS INDICATE EXISTING COMMUNITY COLLEGES
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CHESTER
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PHILADELPHIA
GREENE
FAYETTE
SOMERSET
BEDFORD
FRANKLIN
ADAMS
YORK
DELAWARE

26	Bucks County Community County
4	Butler County Community College
6	Community College of Allegheny County
5	Community College of Beaver County
28	Community College of Philadelphia
27	Deleware County Community College
16	Harrisburg Area Community College
21	Lehigh County Community College
18	Luzerne County Community College
25	Montgomery County Community College
20	Northampton County Area Community College
22	Reading Area Community College
9	Westmoreland County Community College
17	Williamsport Area Community College

The possibility of Pennsylvania's community colleges becoming major centers for postsecondary occupational programs is demonstrated by the dramatic growth in enrollment during the past two years. As Gillie points out in his article, "Search for a State-Wide Framework; Occupational Education in Pennsylvania," (Junior College Journal, April, 1970) Pennsylvania community colleges do compare favorably with other states in terms of percentage of enrollment in occupational curriculums. However, considering the fact that 36 percent of Pennsylvania's population still remains unserved by accessible postsecondary occupational training and that the state's 72 secondary area vocational-technical schools turned away 18,000 students last year, much work needs to be done.

Local, state, and federal resources working together could achieve the common goal of equal career opportunity for all.

THE WILLIAMSPORT AREA COMMUNITY COLLEGE: A CAREER EDUCATION MODEL

The Williamsport Area Community College's efforts to bring secondary and postsecondary career education into an integral whole is exemplary for the state of Pennsylvania, and perhaps the nation. The College has received numerous requests for information from other institutions who are currently attempting to either conceptualize or implement a comprehensive career education plan. It is reasonable to believe that our model is especially applicable to rural, sparsely populated areas.

The College has benefited from a long and illustrious history of vocational education which has served not only the community district area, but has gained for the College an international reputation as an outstanding vocational center.

The Williamsport Area Community College started in 1914 as a small industrial arts shop at the local high school. Following World War I in 1920, retraining veterans, many of them disabled, led to the establishment of the first full-time adult day school and evening industrial school.

During the depression the cooperation between the school and local industry gained nationwide recognition for its efficient and effective attack on rising unemployment through the retraining of men to fill the increasing number of skilled trade positions in local plants. The Williamsport Plan, which became known and copied throughout the country, encompassed co-operative training of Civilian Conservation Corps and National Youth Administration young men.

One example of innovation during this period was a truck driver training course using borrowed trucks. The first of its kind in the nation, the course evolved into the present day safe driver course which is a part of many high school curriculums.

By 1941, 6,500 adults were enrolled. In that year the adult education program and the vocational high school program were merged into one unit known as the Williamsport Technical Institute. The Institute was still under the administrative auspices of the local school district.

By 1953 the Williamsport Technical Institute's international reputation as an outstanding vocational center earned its official approval to train foreign students. Many foreign educators enrolled to study the methods of vocational education as a guide to establishing similar centers in their own countries. A 1955 alumnus, Mr. Juan A. Acejas, principal of the Rizal Memorial National Vocational School in Dapitan City, Zamboanga del Norte, Philippines, recently wrote me stating a desperate need for woodworking, building construction, automotive mechanics, industrial electricity, dressmaking, food trades, and cosmetology textbooks. A drive is currently under way to help supply Mr. Aceias and Rizal Memorial with needed materials. The success stories of both foreign and native student graduates are exhaustive. The Williamsport Area Community College continues to attract foreign students today, although in smaller numbers.

In 1965, the Institute assumed the status of a community college under the Pennsylvania State Department of Education. Shortly after its inception, the College assumed candidate status and in 1970 was granted full accreditation by the Middle States Association of Colleges and Secondary Schools.

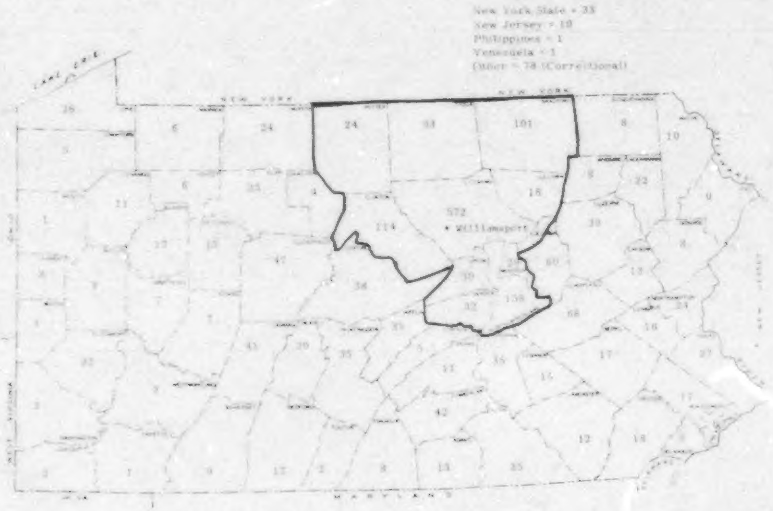
Today The Williamsport Area Community College serves a ten-county service area in North Ceneral Pennsylvania covering 7,206.8 square miles—an area slightly smaller than the state of New Jersey. The population of this vast service area, the largest in Pennsylvania geographically, is 70% rural.

The College is presently organized into ten divisions which include: Building Technologies; Business and Computer Science; Earth Science; Public Service and Health Occupation; Communications, Humanities, and Social Science; Science and Mathematics; Engineering and Design Technologies; Electrical/Electronics; Transportation Technologies; and Community Service. The Williamsport Area Community College currently has 2,274 postsecondary students, over 90 percent of whom are enrolled in 45 occupational programs. This enrollment also includes students in Developmental Studies, Independent Studies, and General Studies programs. Seventy-five percent of our students come from rural backgrounds and 36 percent would be considered financially needy. The Williamsport Area Community College's unique occupational training programs currently draw students from every Pennsylvania county but one, and from two other states and countries (please refer to student distribution map on the following page). The College is, indeed, a vital state educational resource.

The Williamsport Area Community College is unique in that secondary instructional services have been an integral part of its organizational structure for many years. The secondary area vocational-technical program currently enrolls 1,312 students in 19 vocational-technical programs under the same College technology division areas of instruction. The College also cooperates with two private beauty schools in offering a secondary cosmetology program. A capstone cooperative education program is offered senior year students.

Administered by a Dean for Secondary Instructional Services, the secondary program operates on a two-week-about system, with roughly equal groups from any given school switching between the home high school and the College every two weeks.

The provision for secondary and postsecondary instructional programs to share facilities and equipment as much as possible is fiscally and educationally sound. Buildings, machinery, and tools can be provided as one unit; greater opportunity exists for establishing competency levels of institution and engendering a more effective articulation between programs for student benefit. Advanced placement credit of up to one year is given to secondary vocational students desiring to continue their training in the postsecondary program.



The Williamsport Area Community College
FALL 1974 STUDENT DISTRIBUTION
Williamsport, Pennsylvania

Total Students = 2274

Members of the secondary faculty are fully integrated within the College into a single faculty organization and bargaining unit.

The College has a long history of serving people who, in one way or another, carry an additional disadvantage. A most recent cooperative venture has been the liaison between BLaST, an intermediate multi-county educational unit, and the College in establishing a multi-skills center for mentally and physically handicapped youth. This center is located in College facilities.

The College currently operates data processing, dental lab technician, and food service programs within the walls of the Lewisburg Federal Penitentiary; a study-release program with the Allenwood Federal Prison Camp; and is currently developing new programs for the State Correctional Institution for women at Muncy.

Another unique service is our Vocational Diagnostic Program designed to assist people in career selection through testing, counseling, and actual job-trial experiences. The three-week "hands-on" work experiences are augmented by a series of tours, movies, and lectures along with daily counselor assistance. Individual clients and those from groups such as the United Mine Workers, Bureau of Vocational Rehabilitation, and the Pennsylvania State Council for the Blind have made extensive use of this unique program.

The Williamsport Area Community College also serves thousands of adults through a Division of Continuing Education and Community Service courses and programs. By offering year-round day and evening programs, adults can accommodate a schedule of both full-time work and part-time study toward a certificate or degree.

There are several local groups working with the career education programs offered at the College. STEP, a community action program and an anti-poverty group, works with the College to help the disadvantaged. In addition, employers donate equipment for the different craft or skills areas. The Bureau of Employment Security (BES) and the Community Action Agency (CAA) have utilized the College to train disadvantaged or underskilled groups. The State Rehabilitation Office likewise gives scholarships to the College to assist the handicapped who need training, other minority groups, and the unemployed. The Chamber of Commerce also works with the College in developing training programs for new industry. The local Bureau of Employment Security office also offers excellent supportive assistance in assessing changing manpower needs and requirements.

We are presently responding to the educational and financial opportunity of involvement with local and district CETA consortia units. The Lycoming-Clinton County CETA consortium, a SMSA prime sponsor unit, and two balance of state multi-county council sub-units are within our service area. Possibly the key words of tomorrow's career education world will be interaction, integration, and interlocking of various governmental, social, and private agencies.

VOCATIONAL EDUCATION FUNDING AND LEGISLATIVE RECOMMENDATIONS

Recommendation No. 1.—The State's annual allotment for community colleges should increase from 15% to 30%.

Listed below are Part B, Vocational Education Act Funds allocated to the Office of Higher Education, Pennsylvania Department of Education, for community college and branch campuses for fiscal years 1964-65 through 1974-75.

Fiscal year	Amount	State allocation percent
1964-65	$18,239	0.3
1965-66	450,700	4.9
1966-67	823,485	7.4
1967-68	1,214,299	10.9
1968-69	1,680,082	14.9
1969-70	2,035,962	11.9
1970-71	2,166,500	12.1
1971-72	[1] 2,186,693	10.3
1972-73	2,185,603	10.3
1973-74	3,897,301	16.0
1974-75	[2] 3,200,000	14.0
Total	$19,858,864	

[1] First year Penn State branch campuses received funds ($250,000).

[2] Community colleges only.

Under Part B Pennsylvania community colleges have consistently received less than 15 percent of the state vocational education allotment. This year approximately $21,800,000 was allocated for secondary vocational education and state level administration, and $3,200,000 for community colleges. The total amount allocated to community colleges during the past eleven years represents less than that spent on other areas during the present fiscal year. Through the Vocational Education Act Pennsylvania has been able to develop a fine system of 72 area vocational-technical schools throughout the state. During this same period of time a system of community colleges was started, but because of local financial limitations and lack of available federal funds, the system is not complete. Many economically depressed areas, areas that most need low-cost postsecondary occupational training, the rural Appalachian areas, still do not have access to the benefits afforded those who live in the more populous parts of the state. Also, in the urban areas where community colleges do exist there still remains a gap between the number of people being served and the potential which could be served through federal financial assistance. Increasing the state's annual allotment for community colleges from 15 percent to 30 percent could assist Pennsylvania in providing equal postsecondary career opportunity for all citizens.

In addition, increased funding is necessary to maintain and improve the quality of current occupational programs. For example, The Williamsport Area Community College is one of the few schools in the country offering a program in the service and operation of heavy construction equipment. Several community colleges have dropped this program because of its high cost. We hope to maintain our program but will need special supplemental funding to offset its abnormally high cost.

Recommendation No. 2.—Exercise extreme care when defining the words "Community College" and "Postsecondary" in the final vocational education legislation.

Institutions which for years scorned secondary, and short-term, or one- and two-year postsecondary vocational-technical programs, now want part of the action. In a time of declining liberal arts enrollment and unemployed Ph.D's, many traditional four-year colleges are ready to sell their academic soul and embrace the career education movement. This is understandable from a market analysis point of view; however, one must ask several questions given their previous anti-vocational education stance. Are their intentions really honorable? Can they really change educational philosophies in mid-stream? Can research-oriented liberal arts Ph.D. faculties be retooled to teach vocational courses? Can an institution really be all things to all people? The conglomerate approach failed in business and is also questionable in education. State master plans are beginning to state the specific purpose and role of each type of educational institution. Area vocational-technical schools and community colleges are staffed with faculty and administrators with years of experience in occupational education, prior experience in business and industry directly related to trades or career taught, plus undergraduate and graduate degrees in vocational and community college education. If federal vocational education funds are to have maximum impact, they should be channeled through institutions committed to and designed for vocational-technical education.

Recommendation No. 3.—There needs to be better cooperation and cordination on the state level.

Many states, including Pennsylvania, have separate secondary and postsecondary agencies. The "sole state agency" requirement presently in the legislation, channels federal funds through state vocational education agencies which may not be sympathetic or cognizant of community college occupational needs. Barring state reorganization or changed patterns of cooperation, a coordinated approach for a state-wide system of career education simply will not occur. Yet, it is imperative in order to overcome what the current GAO Report on Vocational Education calls a lack of interaction and linkage between state secondary and postsecondary jurisdictions.

Recommendation No. 4.—Separate allotments for vocational education and occupational education should be established.

Until improved coordination and planning exist on the state level, I fully support H.R. 3036 recommendation of dividing the state allotment into two parts—one for secondary vocational education and one for postsecondary occupational education. The postsecondary occupational allotment should be administered by the community college unit in the Office of Education and distributed from this unit to the state postsecondary agency in those states where the administration of secondary area vocational-technical programs and community college programs are not under one agency.

Recommendation No. 5.—The community college unit in the Office of Education should increase the size of its staff in order to adequately serve all community colleges.

I understand that the community college unit is staffed by one full-time professional plus one intern. I would think that out of the thousands of employees in the Office of Education, more than one GS position should be allotted to a unit responsible for representing and serving over one thousand community colleges across the country. If the community college unit in Washington is to be more than just a token office, then it must be adequately staffed and given responsibility commensurate with other OE agencies. One major responsibility would be the administration of the 30 percent set aside for community colleges recommended in H.R. 3036.

Recommendation No. 6.—More than one community college representative should serve on the State Advisory Council on Vocational Education.

In Pennsylvania only one member out of 26 on the State Advisory Council on Vocational Education is from a community college. I understand that in some states there is no community college representative on the State Advisory Council. Given the number of occupational students served by community colleges and their continued career education growth, it seems more than appropriate to place a more proportionate number of community college-technical institute representatives on the State Advisory Council. The current sole community college representative on the State Advisory Council is an administrator. Community college faculty and students also should be represented.

Recommendation No. 7.—Each state should establish a local career education coordinating committee.

The geographical area to be included in each locality should, wherever feasible, be coextensive with the prime sponsor designated under the Comprehensive Employment and Training Act of 1973. The membership of each career education coordinating committee should broadly represent the locality as outlined in H.R. 3036. A method should be developed for local selection of members, rather than appointment by the Governor. Each local career education coordinating committee would continuously study the needs in its locality for vocational education, occupational education, and manpower training program, and develop a coherent, integrated plan designed to meet such needs.

Recommendation No. 8.—There is a need for increased cooperation between secondary and postsecondary career education resulting in a career lifelong learning model for all citizens within an area.

The implementation of Recommendation #7 would go far in helping to improve articulation between secondary, postsecondary, and other agencies concerned with and involved in career education. I agree with AACJC President Edmond Gleazer that the most significant linkage in the next ten years will be among secondary schools, vocational schools, community schools, technical institutes, and community colleges. The obvious common meeting ground is integration of a coordinated plan for career education and lifelong learning. Improved opportunities for young and old, a more effective educational system, as well as improved efficiency and economy are the obvious results. Several years ago the Commissioner of Education, Sidney Marland, made this statement: Education's most serious failing is its self-induced voluntary fragmentation. The strong tendency of education's several parts to separate from one another, to divide the enterprise against itself . . .

As pointed out by the National Advisory Council on Vocational Education, we desperately need a kindergarten through college career system serving people of all ages, in all settings. One way to encourage improved articulation and movement toward such a model is the incentive of federal funds to offset the development and differential cost factors. Also, the provision for entering into cooperative arrangements for the benefit of implementing this objective should be part of the new vocational education legislation.

CONCLUSION

In conclusion, I want to thank Congressman Perkins for giving me this opportunity to enter this statement as part of the record. Although I am representing the Pennsylvania Commission for Community Colleges, I take full responsibility for the contents of this statement since the shortness of time did not permit review by the Commission membership. I am sure this subcommittee will give full consideration to the needs of community colleges and the outlined recommendations when drafting the final language to renew the Vocational Education Act. Thank you for the privilege of testifying before your subcommittee.

Dr. **FEDDERSEN**. I am testifying on behalf of the Pennsylvania community colleges and the Williamsport area community college. The commission for community colleges is not a State agency. It is a voluntary organization of 14 community college presidents in Pennsylvania, who are working together to improve postsecondary opportunity for the citizens of the Commonwealth.

One reason for this commission is we have virtually no agency or no group on the State level we can turn to. We represent 60,000 full-time students and twice as many community education and community service students.

The Williamsport area community college is rather unique in that we provide career education to 3,500 secondary and postsecondary students. Over 90 percent of our students at Williamsport are enrolled in vocational-technical programs.

I am appearing before you today to advocate the adoption of this bill, House Bill 3036, to amend the Vocational Education Act.

I would like to speak just briefly about the growth of occupational education in the Pennsylvania community colleges since they started in 1964, about the same time as the Vocational Education Act was originally passed. I will talk to you somewhat about the unique career education model at the Williamsport area community college and finally, offer several recommendations for your consideration.

One of the main purposes of the community college in Pennsylvania is occupational education and that is spelled out in the enabling legislation of 1965. Today 60,000 are enrolled in occupational education.

There is shown through the tables, which are enclosed with my statement, the dramatic growth in occupational enrollment in Pennsylvania from a little under 4,000 students in 1966 to over 30,000 students in the fall of 1973. This is an eight- or nine-fold increase in occupational enrollment. New programs are being added and increasing numbers of students will enroll in the future.

Today I think we are all aware that our country is experiencing a very unusual phenomenon. We have inflation, we have recession, and at the same time we are all feeling a financial pinch. This, I believe, mandates increased cooperation, increased methods of efficiency and effectiveness at all levels and in all education agencies, local, State and Federal alike.

It is interesting to note in Pennsylvania that through the commission of community colleges we are cooperating through an exchange of students and that the law provides that if a student lives in one area of a community college and would like to attend a program at another community college, they may, with permission of that college.

Of the 84 occupational programs offered by all 14 community colleges, 31 are not duplicated and there are no plans for duplication. Instead, for example, Williamsport received 169 students this year from the other 13 colleges and we distributed a number of students. This chart is for your examination. It shows over 800 students that are being shared through the 14 colleges in Pennsylvania.

In addition, I would like to note the growth of the graduates in the State from 1966 when we were graduating 324 and it went up to over 8,000 graduates last year, and approximately 60 percent of those graduates are in occupational programs.

Now, despite this success story of the community colleges of Pennsylvania, there are still large portions of the State that do not enjoy the same benefits, do not have the same access to postsecondary career education as the rest of the State. If you examine the map, which is included on page 11, you will see that where the community colleges are located is basically in the population centers.

We have Pittsburgh and the surrounding suburbs, Philadelphia, and the surrounding suburbs, and they all have community colleges, Harrisburg, Wilkes-Barre, Allentown, Bethlehem and Williamsport and 60 percent of the population lives within the community college districts of Pennsylvania, but 35 percent of the population does not.

Now that 36 percent of the population, even though it is rural and is sparsely populated in comparison to the rest of the State, represents over 4 million people that do not have the same access. This is equivalent to the population of Maryland and you can examine the State of Maryland with its fine community college system.

If the entire State were served by community colleges equivalent to California, it is predicted that our enrollment would be double and we would be serving over 120,000 students with probably 70,000 in occupational education. We do compare favorably with other colleges in terms of percent enrolled in occupational programs. However, considering the fact again that 36 percent of our population is unserved by accessible postsecondary occupational training and considering the fact the State's 72 area vocational-technical schools turned down 18,000 students last year, we have a lot of work to do in Pennsylvania in meeting occupational education needs in the State.

It will take a lot of cooperation at the local, State and Federal levels. Now Williamsport, we are serving as an area vocational-technical school and as a community college, and we were founded under the Community College Act, but serve both.

We have a long history, going back to 1914, where we provided retraining after World War I for veterans, many of whom were disabled, and during the depression we worked with a number of Federal Agencies to combat rising unemployment. We were one of the first in the early twenties to work on cooperative education.

By 1941 the school was renamed to the Williamsport Technical Institute. That year it involved over 6,500 adults and many foreign students. Recently we received correspondence from one of our graduates who is head of a vocational school in the Philippines and we are working to try to supply them with instructional materials for the many vocational school programs they offer there.

We have many success stories which I could elaborate on of the graduates in our 45 programs and these programs are heavy with trade and industrial educational, aviation, plumbing, pipefitting, toolmaking architectural drafting, almost any program you can think of, from the health fields to the others. We offer at Williamsport, because of this—we do attract students from all over the State. We serve a 10-county service area which is quite large and the square miles, which I have inserted for the record is over 7,200 square miles, which is lightly smaller than the State of New Jersey However, over half of our students come from outside of that service area, because of the kinds of programs which we offer which are not available elsewhere.

So if you look at the map, you will see our students come from every county in Pennsylvania except one and that is Pike County, so our motto next year is "Pikes Peak or Bust," so we can have students from all counties in Pennsylvania

Our current enrollment on the postsecondary level is 2,274 and on the secondary level we have 1,312. However, the FTE equilvalent, full-time equivalent, if about half because they spend 2 weeks at the home high school and 2 weeks on our campus.

We also cooperate with two beauty schools, cosmetology students, serving 180 students, so basically we have two institutions in one, and we have a secondary dean and postsecondary dean bringing the two programs together. Not only is it efficient as far as sharing facilities, machinery and tools, but it educationally sound and we can have various levels of job entry from the 10th, 11th, and 12th grades and first and second years of college.

We are also involved with many other cooperative ventures, one a new one that starts this month, an intermediate unit serving the handicapped and the multiskilled center in occupational assessment.

For many years we have been involved in prison education. Some of the notable people from Watergate were at the Allen Wood Minimum Security Camp and we have a study release program there and we go into Wallace Lewisburg and teach several programs with a new one starting in food service this month.

One other unique feature is the vocational diagnostic program, one of the first in the country, which goes beyond just testing and it goes beyond counseling, but actual job trial experience for vocational assessment. We have attempted to work there many, many groups, antipoverty groups, Bureau of Employment Security, community action agencies, chamber of commerce in serving the needs of the community, being community based and performance oriented and we are also now working with CETA, Comprehensive Employment and Training Agency, to help combat the high unemployment rate in our area.

I think there are some things that need to be considered this year as the vocational education amendments expire. I would like to offer several recommendations.

First, that the State's annual allotment for community colleges be increased from 15 percent to 30 percent, whereas House bill 3036 describes it going from 75 percent of the 40 percent set aside for occupational education I have included a table which outlines the amount that we have received in Pennsylvania for community colleges and branch campuses since 1964.

You will note that all of these amounts are under 15 percent for community colleges.

You will also note that this year the 72 area schools and the State administration of the program spent almost $22 million, and that is more money in 1 year in community colleges than they have ever received since 1963, and at the same time, going back to some earlier statistics, we are serving between 30,000 and 35,000 occupational students this year and there are 69,000 occupational students and adults in the 72 area vocational-technical schools of secondary nature, but they are on a halftime program, half day about, 2 weeks about, with the home school. So that is the equivalent of 30,000 to 35,000 FTC's, about the same number we are serving, and we received $3.2 million this year and they received over $20 million this year.

During the past 10 years through the Vocational Education Act, you have helped to build 72 area vocational-technical schools throughout the State of Pennsylvania and they are spread throughout the entire State and are very fine structure and provide a very good education. But I think it is time to begin to funnel additional money through the community colleges so that we can serve the entire State, the 4 million people that we are not serving, and so we can develop the same types of services that they have.

The areas that are not served in the State, as you will note, are mostly the sparsely populated, economically depressed Appalachian areas. The Williamsport Area Community College is a part of the Appalachian area. However, I feel if we did not have an institution going way back to 1914, there would not probably be a community college in Williamsport, but probably some type of area history existed because the other parts of the State, which do not have a population base, do not have community college services.

Recommendation No. 2. Please exercise extreme care in examining the definition of "community college" and "postsecondary" in your final vocational education legislation. It seems as though today, when liberal arts enrollment is dropping, everybody wants to get into the career education act. It is understandable from a market analysis point of view. However, in all States there are community colleges, there are vocational schools staffed with people with expertise which are designed for that type of education and if you want to get the maximum impact from Federal dollars, I suggest you channel it through institutions that are committed to and designed for vocational education.

Recommendation No. 3 is there is certainly a need in Pennsylvania, and I am sure in other States, as I examine the GAO report, for better cooperation and coordination on the State level. Most States, including Pennsylvania, have separate agencies for secondary and high education. This sole State agency requirement presently in the legislation channels funds through a secondary agency which is not cognizant, perhaps not sympathetic, does not recognize the needs of community colleges

So, barring some massive reorganization, and complete changes, which I do not see happening, I believe we need to have separate allotments for vocational education and occupational education as recommended in House bill 3036.

This allotment, for example, on the postsecondary level should be administered in Washington by the community college unit and it should go directly to an equivalent unit like the 1202 Commission or a postsecondary administrative agency on the State level. If that is going to happen, you will notice in the fifth recommendation that the community college unit in the Office of Education should increase its staff.

I find it hard to believe that community colleges, the fastest growing institutions in the country on the postsecondary level, with over 1,000 institutions, 3.5 million students, has only one professional staff person in the Office of Education. All of the other Office of Education employees and thousands of others in HEW, there is only one for community colleges. If this is going to be more than just a token offer, if it is going to be given responsibilities commensurate with the number of people being served in this country, then I think the additional staff is justified.

The next recommendation calls for increased representation on the State advisory council for vocational education. In Pennsylvania we have a voice, 1 voice out of 26 for community colleges. The rest are from other segments of Pennsylvania and from industry. But, given the numbers of students that we are serving, it seems more than appropriate to place a more proportionate number of community college representatives on the State advisory council.

In addition, I also think we should consider faculty and students on these State advisory councils. There are none now in Pennsylvania.

Recommendation No. 7 is each State should establish a local career education coordinating committee. The area to be served could be coextensive with the prime sponsor areas under CETA and perhaps a method for local appointment rather than appointment by the Government, the Governor could be considered, so we have the right representation on these local boards. But these would be very helpful for developing a plan for vocational and occupational education and manpower training that is coherent and integrated to meet the needs of that region.

There is also a need quite apparently for increased cooperation between secondary and postsecondary education, resulting in a career or lifelong learning model for all citizens. The implementation of the previous recommendation would help, but I agree that today we have not reached this ideal goal.

We need to improve opportunities for young and old and we need a more effective education system that is integrated, to improve efficiency in economy as well as the educational services.

In conclusion I want to thank you, Congressman Perkins, for your time and also for the committee to allow me to enter this statement on the record. And although I am representing the Pennsylvania Commission for Community Colleges, I take full responsibility for the contents, since the shortness of time did not permit review by commission membership.

I hope the subcommittee will give full consideration to the needs of community colleges, as outlined in the recommendations, when drafting your final language.

I again thank you for the privilege of testifying before your subcommittee.

Chairman PERKINS. Thank you very much. I am now going to call on Mr. Loughlin for his testimony.

Congressman Brademas expresses his regrets that he was unable to attend the subcommittee meeting this morning.

Mr. LOUGHLIN. I thank the chairman for his efforts.

Chairman PERKINS. Your statement will be inserted in the record and you can proceed in any way you wish.

Mr. LOUGHLIN. Very good.

[The complete statement follows:]

PREPARED STATEMENT OF JOHN J. LOUGHLIN, VICE PRESIDENT/PROVOST, INDIANA VOCATIONAL TECHNICAL COLLEGE

INTRODUCTION

Mr. Chairman and Members of the Committee, I am John Loughlin, Vice President/Provost of Indiana Vocational Technical College, Former Indiana State Superintendent of Public Instruction, and a former member of the Indiana House of Representatives' Ways and Means Committee. I welcome the opportunity to appear before the Subcommittee and thank you for the invitation.

Before presenting my observations, concern, and recommendations, let me reiterate the strong interest both Indiana Vocational Technical College and I share regarding occupational and vocational education.

In 1961, national attention was focused on occupational and vocational education when President Kennedy directed the Secretary of Health, Education and Welfare to appoint a Panel of Consultants on Vocational Education after telling Congress on February 10, 1961:

"The National Vocational Education Acts, first enacted by the Congress in 1917 and subsequently amended, have provided a program of training for industry, agriculture, and other occupational areas. The basic purpose of our vocational education effort is sound and sufficiently broad to provide a basis for meeting future needs. However, the technological changes which have occurred in all occupations call for a review and re-evaluation of these acts, with a view toward their modernization."

BACKGROUND

Indiana Vocational Technical College as established by the Indiana General Assembly in 1963 provides to the residents of the State, opportunities for post-secondary occupational education and training of less than baccalaureate degree level. The College mission, governance and audience are specifically enumerated in the "Act to Create and Establish IVTC". The institution has no broad charter, but rather a legislatively-stated mission. The College, through its Regional Institutes, offers educational training and retraining programs and courses throughout the State, in order to provide reasonable access to all citizens.

Further expansion of the law in 1965 led to the development of the 13 geographic Regions. Appointments of Regional Boards of Trustees and operational status of all Regions were completed by mid-1969. Utilizing this structure, the College plans and provides an occupatioal curriculum to enable students to gain definable job skills within their capabilities.

If Indiana Vocational Technical College is to be effective in performing its mission in a timely and efficient manner, it must have flexibility ot deliver its training to citizens of the 92 counties through the use of its own facilities, on a cooperative basis with the other institutions (independent, public and proprietary), on contractual bases with these other institutions and by using the resources of both collegiate and secondary institutions to deliver skills training to the maximum number at minimum expense and duplication.

In many respects it is a mistake to consider Indiana Vocational Technical College only as a direct link in the educational chain between secondary and baccalaureate levels, although some percentage of its students will, and should, avail themselves of more formal education. Its function, and its mission, is to train those who have no job skills and whose needs are not being served in the traditional pathway.

In the area of vocational post-high school education, concern in Indiana is directed toward practical or occupational education of the type that permits individuals to gain the skills and training that enables them to undertake increasingly productive jobs.

Statistics in 1973 indicated that 44% of all community college students initially enrolled in occupational education programs. This percentage represents a significant increase over the 13% who enrolled in similar programs in 1965.

Indiana Vocational Technical College is experiencing similar growth patterns. In 1971–72, 12,684 students were recipients of occupational and vocational training. The number increased by 53% in 1972–73, and has increased progressively through the 1974–75 period, reaching a 25% credit enrollment increase as opposed to the anticipated 5% projection.

Among the many reasons for the increased emphasis on post-secondary occupational and vocational training is the fact that a number of federal and state regulations have emphasized the need for post-secondary, adult, occupational training. The increase in the minimum wage rate and coverage, minimum age for licensing in certain occupations, and the regulations under the Occupational Safety and Health Act, are but a few advantages toward hiring adult workers.

A second consideration is that training beyond high school is becoming increasingly more necessary to obtain available jobs, not only to qualify for the position initially, but also equally as important, for job mobility and promotional opportunities.

As has been stated, the mission of IVTC is to serve specific groups of people—dropouts of high schools and colleges, graduates of high schools and colleges, and adults in general—and to be devoted exclusively to noncollegiate practical, occupational or vocational, technical and semi-technical training of post-high school character. Such training is made available to 92 counties largely through contract arrangements for facilities and staff.

The continuing need for occupational and vocational technical education to be easily accessible in every community has been re-emphasized by almost every report devoted to a study of post-high school ducation. Consensus supports some type of institution which can provide the kind of occupational education required to meet the manpower needs of the state's communities.

Through legislative action and public support, it has become the policy of the State of Indiana that the Indiana Vocational Technical College should be the institution to meet the post-high school occupational needs of Indiana citizens throughout the State.

AREAS OF IVTC CONCERN

Uniqueness of the IVTC System

In order to develop an understanding of the needs and potential of this State for post-high school occupational training as well as an understanding of the needs of the students, an examination of selected general characteristics of the IVTC students was undertaken. The following analysis will help illustrate the specific concerns of IVTC.

1. *State-wide delivery system.*—As opposed to most community colleges, who operate within a local tax base, IVTC operates on a state-wide delivery system.

2. *State-funded.*—Approximately 75% of IVTC's funding is derived from the State Legislature; 20% comes from student fees and 5% from the State Board of Vocational Technical Education.

3. *Student Composition.*—Contrary to the average post-secondary academic institution, IVTC is not composed of student directly from high school. The average age of the IVTC student is 27.7 years of age. Over one-half come from families with incomes below the state average of $9,665. Thus, about one-half require some type of financial aid. In addition, approximately 50% of our students hold full-time jobs.

The following tables detail the financial analysis of the 1973–74 student body.

Analysis of family income

Family income level:	Percent of students
Less than $3,000	10
$3,000 to $5,999	14
$6,000 to $7,499	12
$7,500 to $8,999	14
$9,000 to $11,999	25
$12,000 or more	25
Total	100
Source of financial aid:	
GI bill	17
Disabled veteran	3
Social security	3
Vocational rehabilitation	3
Employer	17
Scholarship	2
Loan	5
Grant	6

4. *Programming.*—The needs and potential of the State for post-secondary vocational training as reflected in the preceding data provide supporting bases for the College to utilize in the development of programming. In order to be responsive to continuously changing patterns of need, IVTC must constantly seek to update information. Decisions to create, continue or drop programs at the College are supported by studies of student interest, population bases and manpower needs throughout the State.

Presently, 48 credit programs are available. A unique feature of IVTC is the "Career Ladder" continuum concept. There are currently over 300 "employable—ready" exit points. The multiple-exit approach allows each student to learn new skills and increase his level of training each quarter. Instead of "drop-outs" we are in fact creating "drop-ins" to employment. Thus, students enter and exit programs at their own level in accordance with their desired goal.

5. *Unique Programs.*—After a serious riot broke out at Michigan City Prison, IVTC was asked to help participate in providing vocational educational training within the prison. We have since then rennovated a building, equipped it and are offering courses in Heating and Air-Conditioning, two courses in Electronics, Auto Body and Auto Mechanics. This has proven to be one of the most successful programs.

Second, due to the large lay-off of auto workers in Indianapolis, IVTC was able to offer courses at the factory utilizing the GI benefits that have accrued to the laid off workers. Thus, giving them an opportunity to upgrade their skills during a period of unemployment.

6. *Instructors and Staffing.*—Over 50% of the instructors are part-time employees.

Since many instructors are from occupational fields, bringing work experiences into our shops and labs, they cannot be compared directly with the other state post-secondary institutions in Indiana. Instructors in vocational fields must demonstrate proficiency in their fields as both practitioners and teachers.

Keeping these unique characteristics of IVTC in mind, it must be realized that the Indiana Vocational Technical College is the *only* state-assisted institution which has been mandated by the Indiana General Assembly to provide post-secondary occupational and vocational training.

7. *Building Construction.*—We currently have six new facilities all being constructed in various parts of the state funded through an appropriation of the state general fund, administered by the State Legislature.

This will give us good facilities in each of our state's thirteen regional districts. A real show of confidence on the part of the state toward the future development of IVTC.

SPECIFIC C[illegible]ERNS RELATING TO H.R. 3036

Funds.—What I've been leading up to is IVTC's two major concerns with any Federal Vocational Occupational Act. The first is that although we have made considerable strides in state-wide funding in vocational/occupational education, the amount of federal support has always been uncertain and out of balance with the vocational funds. At the present itme in Indiana, post-secondary institutions receive 16%, the bare minimum. While the secondary institutions have traditionally received 84–85%. We would hope that any future legislation would attempt to bring this more into line by stating a higher minimum base for post-secondary vocational occupational education.

My second concern has to do with the administrative structure used to disburse vocational education. At the present time, the State Board of Vocational Technical Education in Indiana is secondary dominated, as well as the Advisory Committee. In order to correct this, our Indiana General Assembly is about to pass legislation (has already passed the Senate) that will bring secondary vocational occupational and post-secondary occupational education into a more meaningful balance by recreating the State Board of Vocational and Technical Education and having the chairmanship of the newly constituted state board alternate between the State Superintendent of Public Instruction and the Commissioner of Higher Education, whose board is responsible for administering the 1202 Commission. What my real concern is that due to our uniqueness in Indiana we do not find IVTC having to go to three separate administrative agencies for our requests for occupational funding. We want to avert the possibility of having the State Board of Vocational and Technical Education making recommendations on IVTC's funding to the Indiana General Assembly, and the Higher Education Commission's 1202 Commission making recommendations for a portion of our federal funds and a State Advisory Committee, that all of a sudden becomes administrative as well as advisory, making recommendations for the balance of our federal funds. We would ask that in any legislation, you would leave sufficient leeway for institutions such as ours to be able to go to a single agency as it is now constituted, the State Board of Vocational Technical Education for our federal funding. My major concern here is that Indiana seems to have always been out of phase with the federal legislation and support. We have made an earnest, honest and positive step to correct this situation so that we will be more in line wtih the federal requirements. We hope that you do not drastically change the future legislation which would throw us right back out of phase with the Federal regulations.

Mr. LOUGHLIN. I will simply summarize some of the specific concerns that are unique to the State of Indiana.

First, I would like to point out that, as opposed to most community colleges who operate within local taxes, I.V. Tech operates on a statewide delivery system in 13 regions with 92 satellites. Approximately 75 percent of the I.V. Tech funding comes from the State legislature and 20 percent comes from student fees and 5 percent comes from Federal funds from the State board of vocational education.

Contrary to the average postsecondary academic institution, I.V. Tech is not composed of students directly from high school. The average age of the I.V. Tech student is 27.7 years of age. Over one-half comes from family incomes below $9,656. Thus, about one-half require some type of financial aid.

In addition, approximately 50 percent of our students hold part-time jobs. 75 percent of the total group come from family incomes with less than $12,000 per year.

A unique feature of I.V. Tech is the career ladder continuum concept where we are currently having over 300 employable readily exit points in our credit program. The multiple exit approach allows each student to learn new skills and to increase his training each quarter.

Instead of dropouts, we are creating dropins for employment and students enter an exit program at their own level according to their own desires. We have the ability to adapt to unique needs, such as, after a serious riot broke out in Michigan Prison in Indiana we were asked to take over occupational training, which was a considerable crisis. We have taken over and renevated education building, equipped it, and now are running programs in heating and air-conditioning, electronics, auto bodies and so forth within the Michigan City Prison.

These prisoners as they are paroled are able to go to any 13 institutes and continue right on with their education, so it gives them a transferability right back into society.

Another is due to the large layoffs of auto workers in Indianapolis. I.V. Tech was able to offer in the factories, utilizing the G.I. benefits that have accrued to factory workers, vocational education programs, thus giving them the opportunity to upgrade their skills during this period of unemployment.

Over 50 percent of our instructors are part-time employees. Since many instructors come from occupational fields, they cannot be compared directly with those of other academic State postsecondary institutions, as they must demonstrate proficiency in their fields both as a practionioner and as a teacher.

The Indiana General Assembly has approved currently State funds for new facilities in six I.V. Tech institutions. Providing the funds rather than purely bonding indicates a real show of confidence on the part of the State for future development of I.V. Tech.

What I have been leading up to is Indiana's two major concerns with any Federal Vocational Occupational Acts now under consideration. The first is that although we have made considerable strides in statewide funding in occupational education, the amount of Federal support has always been uncertain and out of balance with the secondary educational funding.

At the present time in Indiana postsecondary institutions receive 16 percent, the bare minimum, while secondary institutions have traditionally received 85 to 84 percent. We hope that in any future legislation that it would attempt to bring this more into balance by setting a higher minimum base for postsecondary occupational education.

My second concern has to do with the administrative structure used to disburse vocational education. At the present time the State board of vocational technical education in Indiana is secondary-dominated, as well as the advisory committee. In order to correct this, our Indiana General Assembly is about to pass legislation—has already passed the Senate—that will bring secondary vocational occupational and postsecondary occupational education into a more meaningful balance by recreating the State board of vocational and technical education and having the chairmanship of the newly constituted State board alternate between the State superintendent of public instruction and the commissioner of higher education, whose board is responsible for administering the 1202 Commission.

What my real concern is that due to our uniqueness in Indiana we do not find IVTC having to go to three separate administrative agencies for our requests for occupational funding. We want to avert the possibility of having the State board of vocational and technical education making recommendations on IVTC's funding to the Indiana General Assembly, and the higher education commission's 1202 Commission making recommendations for a portion of our Federal funds and a State advisory committee, that all of a sudden becomes administrative as well as advisory, making recommendations for the balance of our Federal funds.

We would ask that in any legislation you would leave sufficient leeway for institutions such as ours to be able to go to a single agency as it is now constituted, the State board of vocational technical education, for our Federal funding.

My major concern here is that Indiana seems to have always been out of phase with the Federal legislation and support. We have made an earnest, honest and positive step to correct this situation so that we will be more in line with the Federal requirements. We hope that you do not drastically change the future legislation which would throw us right back out of phase with the Federal regulations.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me compliment all of you on your statements. Somewhere along the line I think it will help the committee to expedite passage of the legislation to get all of the area schools together, their representatives at the State level, their vocational technical representatives and the 4-year college representatives all together to see how we can divide up the money and not only allocate the funds, but how these programs can be administered, and see if we can come to some kind of agreement.

You know, I agree with your last statement that there has to be some answer here in the allocation of funds because of the variance in educational qualifications and in the school enrollments in different sections of the country.

Your technical schools, the ones of the gentleman from Pennsylvania, and all of the schools of the other gentlemen, far exceed the technical enrollment in my area. I would like to ask you a few questions.

How many extension vocational schools are there in Missouri in addition to yours and how many more do you think there should be in the future?

Mr. WILLETT. We have, I suppose, the only type of school in Missouri the full-day technically oriented schools in these areas to back up the major areas of concern. As far as I know, we are the only school in Missouri.

Chairman PERKINS. How many more do you feel there should be in addition to yours?

Mr. WILLETT. That is hard to say. I would say possibly maybe two could cover the area. I don't know. But I would say "one" until we can get the situation going and see.

Chairman PERKINS. And possibly in the future another one?

Mr. WILLETT. Possibly. But I think the thing that we are going to have to do, Mr. Chairman, is to get down to the nitty-gritty of this thing and help the people that really need the help. We need to get down to that situation. We are losing lots of young people that we are just passing on by.

Chairman PERKINS. Now, Mr. Najarian, have you been able to work with the State department of education over the years or is there a serious problem with working with them?

Mr. NAJARIAN. No, we have been working with them. I served as a consultant with them, Chairman Perkins, for 9 months before I transferred over to the State board for community colleges. We do have close relationships, but I think the point we have tried to make is there are too many times that serious decisions concerning finances and programs are based primarily on the ability to maintain good relationships.

I pride myself on being able to do this. But, on the other hand, it is too fragile a mechanism upon which to base many serious decisions.

Chairman **PERKINS**. You ought to have a separate channel for your technical schools notwithstanding the good relationship of the state boards, is that what you are telling me?

Mr. **NAJARIAN**. Right.

Chairman **PERKINS**. Now, Dr. Feddersen, you stated that 36 percent of Pennsylvania's population is not being served by community colleges. Are these people who are mostly in rural areas, I presume, being served by area vocational schools, and do these area schools offer postsecondary programs in those areas?

Dr. **FEDDERSEN**. The 36 percent is the rural Appalachian areas of the State, and secondly, we have this situation.

Chairman **PERKINS**. Well, are they served by area vocational schools?

Dr. **FEDDERSEN**. Yes.

Chairman **PERKINS**. And do they give the technical courses there and serve postsecondary schools likewise?

Dr. **FEDDERSEN**. Most of the areas are served by secondary area vocational-technical schools. There are a couple of exceptions, but most areas are covered with 72 such institutions. However, these institutions offer for the most part fulltime for high school students and they have some adult education classes, but they do not offer postsecondary programs equivalent to the community colleges.

Chairman **PERKINS**. Well now, you would not propose to take funds away from those areas where 36 percent of Pennsylvania's population has not been served with community colleges, would you?

Dr. **FEDDERSEN**. No. I think the point I was trying to make is that most of the money, a large part of Pennsylvania, has gone toward construction of these facilities throughout the state. The facilities are there. We are now looking towards even cooperative arrangements for using the facilities for the community colleges to offer certificate and degree programs in those areas not being served. So that now that these facilities have been built with the Federal dollars, and I don't think it is necessary for that amount of Federal dollars to flow into the secondary program, and there you will have a large savings of funds that could increase for postsecondary funding.

Chairman **PERKINS**. Go ahead, Mr. Quie.

Mr. **QUIE**. Thank you, Mr. Chairman, I have a number of questions. Mr. Willett, how many residential postsecondary institutions do you have?

Mr. **WILLETT**. In Missouri?

Mr. **QUIE**. Yes.

Mr. **WILLETT**. None. I mean we have maybe partially one that comes into our community.

Mr. **QUIE**. How about the university?

Mr. WILLETT. The University of Missouri, but I am talking about vocational-technical.

Mr. QUIE. Other than that, how many residential postsecondary institutions do you have?

Mr. WILLETT. I am not sure, but I expect there is 10 or 12.

Mr. QUIE. Do they need any Federal help?

Mr. WILLETT. I am sure that everybody needs Federal help insofar as that goes when you talk about the broad term of education, but the thing that everybody is getting into the act now is about this fact. Here are some Federal dollars we can get into and we will go into the vocational-technical field. I don't think that every institution we have in Missouri is vitally interested in that field or vitally interested in those people.

If they had been interested, they would have been doing something years ago and working toward that area.

Mr. QUIE. Are you saying the Federal Government ought to have that interest? The people in Missouri don't have enough interest?

Mr. WILLETT. I am not saying people of Missouri don't have, but institutions of Missouri and the University of Missouri, for instance, has not displayed interest in the technical education field.

Mr. QUIE. I know they have not. The question is if the State now recognizes the importance of vocational education and occupational training and the need for residenital facilities, why don't they go ahead and do it? As you have with yours, why don't they go ahead with the others?

Mr. WILLETT. They had not done it for ours.

Mr. QUIE. You had done it on your own?

Mr. WILLETT. Yes, and accomplished it with the sale of hamburgers and Coca-Cola.

Mr. QUIE. You say "The students get away from the big city and out into the communities." One of the important factors, it seems to me, in vocational-technical education is the opportunity to work along with getting an education and you lose that opportunity when you get out into small towns.

Mr. WILLETT. I missed your point somewhere

Mr. QUIE. I think one of the strong points of a vocational-technical school is many of their students have jobs along with the schooling. If you move away from big cities, there are just no jobs out in small towns available for them. Do you say that they should spend their time isolated and away from jobs?

Mr. WILLETT. That is not necessary. If they have proper funding, from whatever source, they don't need to be out on the job particulraly, but need to be in school. There is nothing sacred about working after school or there is nothing wrong with working, but the fact they are in the city and working also on a job as a grocery clerk or whatever, earning money, I see no advantage.

Mr. QUIE. No advantage?

Mr. WILLETT. No advantage. No disadvantage in a person working.

Mr. QUIE. How about the Metropolitan College in Minneapolis? They find a tremendous advantage and they use it as part of their educational process. I know in vocational education schools they use it in the process when they are located close enough to jobs.

Mr. WILLETT. We do that in the summer work, the summer employment program, but not during schooldays. In other words, we feel as though the students taking our program should be there for the full day, not a half day here and half day somewhere else.

Mr. QUIE. That is not the idea we got from the testimony in the past, but we more and more realize that you can both work and go to college. I remember in 1958 we were strongly opposed to that. They couldn't borrow and then we come to the work-study program and "it couldn't work." But it has been especially effective.

Mr. WILLETT. I am not talking about after school, but during the schoolday. I don't think they should be working during the schoolday.

Mr. QUIE. We have facilities worked out where they work during the schoolday part time. You use the figure "80 percent of all jobs require less than a four-year degree" and I have seen that figure often, but then you add "but more than a high school diploma."

Where is that information from? I haven't seen that.

To point for a baccalaureate degree it seems what you are saying is everybody else needs to have postesecondary education.

Mr. WILLETT. I don't follow you there.

Mr. QUIE. On page 11 of the statement, beginning the first full paragraph, the second sentence, you say, "We have all heard the predictions that in the next decade 80 percent of all jobs will require less than a four-year degree."

I have heard those predictions, but I never heard this before, the added clause "but more than a high school diploma." I was wondering where it came from.

Mr. WILLETT. I am not sure where it came from.

Mr. QUIE. On page 17 of your statement you said, "Because of our unique system we cannot participate in formal accreditation processes." That I think is a terrible shortcoming for your institution if you can't. Why is it you can't?

Mr. WILLETT. Mostly, the reason that we can't, we have been under a North Central evaluation and the recommendation has been that we would not be accepted strictly for the reason that we have no money and to me that is ridiculous. I spent 35 years in vocational education and the thing that I hated and have heard the most is "We have no money and no room."

Back in the beginning, the superintendent of schools would do nothing. That was the thing, they would sit on "We have no money." We have shown something where they can do something regardless whether they have the money. They can get it somewhere some way. I don't think that is now the basic reason.

Mr. QUIE. The higher education amendments of 1972 provided that the State department of education for the public vocational school could provide accreditation. In Missouri are you trying to work that up? I think that is what you ought to do.

I would ask Dr. Feddersen about your Recommendation No. 8. You suggest there be increased cooperation between secondary and postsecondary career education for a career life-long learning model. As I listened to you on previous recommendations, it sounds like you want to be protected from vocational education schools rather than being protected from 4-year school institutions, so they don't get some of your money. You want to be protected from the secondary schools and you want to have 30 percent set aside for yourself. You want to run that money yourself. It seems to me, all of the time you want to be separate but then you want to coordinate at others.

Dr. **Feddersen**. I think what we need is an equal system in which the various levels of institutions, the vocational-technical schools, community colleges, technical institutes, 4-year State colleges, 4-year universities, private, they each have a role to play. That role needs to be defined.

There has been an attempt of several master plans in most States where they will define the specific role of various institutions and the areas where they can cooperate to avoid overlapping and duplication. That is the type of thing that has to come together.

Now, I think we should also be talking about the total public schools from kindergarten through the university, but certain areas they have spokesmen. You know, they seem to have no problems in money, but there are some areas like community colleges where there are very few spokesmen, very few people who really have an understanding of what the community college is trying to do. Therefore, they can be forgotten and they can receive less than an equitable share of the funds.

So, obviously, as a part of that particular segment of higher education I will be speaking out for the community colleges. But at the same time I don't think it is conflicting to say that we cannot cooperate. But, if, for example, a university then is going to be all things to people, including, you know, community colleges and State colleges, and if the commission for higher education in Pennsylvania seems to favor State colleges or State universities and then the other commission on the other side, he works always with the area vocational-technical schools, there is no one on the State level then representing community colleges.

Mr. **Quie**. In order to be equitable, do you think we ought to set a certain percentage for 4-year institutions and have it administered by a separate person under the higher education portion of the Office of Education and vocational-technical schools be separate and have a percentage for them?

Dr. **Feddersen**. Forty percent for postsecondary, for all postsecondary institutions, and then a part of that for community colleges. That would have that effect, 30 percent.

Mr. **Quie**. Is your 30 percent 30 percent of the total?

Dr. **Feddersen**. Thirty percent of the total or 75 percent and 40 percent.

Mr. **Quie**. Ten percent for vocational-technical schools and for four-year colleges what?

Dr. **Feddersen**. The vocational-technical schools, speaking of the secondary level, they also.

Mr. **Quie**. They are not all secondary level?

Dr. **Feddersen**. In Pennsylvania they are except in our institution where we happen to be both. But they serve secondary and they serve some adults.

Mr. Quie. Yes. You are not answering my question, which is, if we take the 30 percent to be administered by the man from the community colleges and Office of Education, and then the 10 percent that would be administered by the Bureau of Higher Education and the vocational-technical schools, where they are separate from the secondary schools, should they be administered by a different person and do we move the secondary schools over to the Bureau of Elementary and Secondary Education or what would they be?

Dr. Feddersen. I don't know if I am suggesting that or not, what you described specifically.

Mr. Quie. I know what you suggested for the community college, but this is not for the community college, but for the other one.

Dr. Feddersen. Well, I think you know there is 40 percent called for in this bill which would be for the secondary vocational education and the same type, they would be administered by the secondary administering agency.

Right now in Pennsylvania and other States they are administering all vocational funds and there is similarly very little access. It is written into 15 percent under part B and and we have received funds there, but on the other titles, we have not been able to receive any money under the current legislation.

Now there have been attempts, but it is supposed to be as I understand both for secondary and postsecondary, but it all goes to postsecondary vocational programs.

Mr. Quie. What do you do in the States that don't have community colleges?

Dr. Feddersen. The States that don't?

Mr. Quie. Yes.

Dr. Feddersen. Maybe you would have to go back to the word "flexibility" and provide some different delivery systems for different States, which are not all the same. Indiana, for example, is quite different from Pennsylvania. But I think these unique differences need to be recognized if we are going to come up with some kind of support for an equitable system and what might work in Pennsylvania and might be very fair, but would not be fair in another State.

Mr. Quie. If that is the case, if we have flexibility, why do we need to have set-asides in the State of Pennsylvania when they could be capable of doing it themselves? I assume in many States like in Pennsylvania you are pretty big boys now and have grown to where you must have some kind of voice.

Dr. Feddersen. In community colleges?

Mr. Quie. Yes.

Dr. Feddersen. No, there is very poor voice except through the commission for community colleges, which is a voluntary organization. There used to be a bureau for community colleges on the State level and that was done away with a number of years ago, so there is no community college representation.

Mr. Quie. What kind of aid does your committee receive?

Dr. Feddersen. We receive one-third of our operating expenses from the State and 50 percent of our capital from the local, or the local district pays one-third of the operating and 50 percent of capital and the student pays about one-third of the operating in tuition fees.

Mr. **Quie.** We got the idea in the 1972 act to set up the 1202 commission so you can work things out and I hope we will continue to do that rather than have us solve the State's problems.

Dr. **Feddersen.** Yes, if you could work the thing out on the State level and we have not been successful and I think it is necessary for certain guidelines to make sure certain elements are not forgotten when the funds are distributed. I think that the 1202 commissions could be utilized since they are broadly representative of various postsecondary institutions in the states.

Mr. **Quie.** Now, I gather that Mr. Loughlin wanted to go to a single State agency, different than the other three, or did you want to go postsecondary agencies?

Mr. **Willett.** I didn't say that necessarily.

Mr. **Quie.** Well, you didn't, but maybe the other men from Pennsylvania and Massachusetts want to go to a single agency.

In Massachusetts you have a State board of community colleges?

Mr. **Willett.** Yes.

Mr. **Quie.** And in the other postsecondary institutions would the State board on community colleges receive their money?

Mr. **Najarian.** No, they don't.

Mr. **Quie.** I mean that is in your recommendation. You recommend serious consideration that the postsecondary funds for community colleges go through the State board of community colleges and I want to get this. I guess the other postsecondary institutions should go to State colleges for their money or should there be another board so they go to the secondary schools?

Mr. **Najarian.** In some areas we have regional vocational schools with postsecondary programs and they come under the jurisdiction of in terms of curriculum, approval of the board of higher education, but for funding they have to go to the State board for vocational education. What I would suggest in a situation like that, Representative Quie, is to utilize conceivably the 1202 commission kind of a structure to provide for review of funding requests whereby they could service the disbursing, not necessarily disbursing, authority, but at least reviewing and recommending that grants be given to these postsecondary institutions.

Mr. **Quie.** Let me understand. You want the money that goes to community colleges to go to the community college board and the other secondary institutions ought to go to the regular vocational education board?

Mr. **Najarian.** That may be a desirable method of doing it.

Mr. **Quie.** I was asking your way.

Mr. **Najarian.** This is the way I suggested.

Mr. **Quie.** And then the commission would be the one who oversees it to see it goes right.

Now what about community colleges? Do they need protection in Massachusetts because I imagine you receive a higher share of vocational education money than the 4-year institutions do?

Mr. **Najarian.** We do.

Mr. **Quie.** They need more protection than you then?

Mr. NAJARIAN. No, it is not a question of protection here. The 4-year institutions except for the University of Massachusetts at Amherst, which has involved itself in professional development programs, part E, or some of the State institutions such as Fitchburg State, teacher training and professional development, very rarely have any State institution, postsecondary, not gotten involved in occupational education programs. Most of what they get on an operating basis from the State and the remainder from the Higher Education Act, the various titles there.

Mr. QUIE. I don't know about Massachusetts, but I know many of them are casting their eye at that vocational education money.

Mr. NAJARIAN. They may well be doing that. I know it was employed at more and more business offices and as deans of administration see the problems of financing developing, they are beginning to cast their eyes in many different directions.

Mr. QUIE. For protection?

Mr. NAJARIAN. The point I made is not so much in the interest of protection. I think we can stand on our own. We are big boys now, as you implied. I think the point is in terms of providing for aid, an agency that is separate from the existing agency, that if you were forced to go through the procedural problems in terms of developing grants, requesting funds, and justifying your existence, occasionally you would climb up a wall because the bureaucratic maze that has been established is at times beyond reason and beyond comprehension.

There are more simple ways of doing things. This is what I am proposing.

Mr. QUIE. The simpler way is for the Congress to set aside the money for you.

I will not use up all of my time.

Mr. ZEFERETTI [presiding]. Mr. Goodling.

Mr. GOODLING. I have a couple of questions.

First of all, a comment or two, Mr. Willett. You indicated at the beginning of your presentation you were not going to apologize for any emotions involved and I would suggest that you don't have to apologize for what I thought was a very biased presentation, because each day we have another group here trying to get their share.

I would take issue, and we won't spend any time on this today, with your statement in relationship to the maturity of secondary youngsters, because I have just finished 23 years working with young men and young women at that level and I have two under my roof at my home and I question some of your thinking along that line.

I would ask all of you the same question, I think. You have indicated that we are fragmented; we do not plan together; we are not a cohesive group within a State as far as vocational education is concerned.

What recommendations would you have to us, as a committee, to bring about more cohesiveness and better planning. Would there be a fear on your part that if we got involved, and Congress usually overreacts, if we got too involved, would you have a fear that we would take away your rights and privileges and ability to move ahead on your own? How do you bring these two things together?

It is difficult for me. You know I can see that planning is a real problem; that is, in my own State, and I am not aware of how things are handled with each group. What recommendations would you have to improve this? Anybody can answer.

Mr. **Najarian**. Well, planning that does take place, unfortunately for the last several years in Massachusetts invariably has been based on totally inadequate data. As an example, in 576, amendments of 1968, it was specified in there that x numbers of dollars would be given to the Department of Labor to provide for each State manpower information. Since I presently serve on the board, on the educational policies committee, which is in a sense a planning kind of activity in terms of curriculum, the most desperate need that we have is for manpower data, not ony short term but long term.

Given the economic situation today, some of the data we do have is totally out of date, totally out of perspective. Over the long run the most vital bit of information that we could have would be that kind of information, over these last few years. No money has ever been appropriated to or transferred to the Department of Labor to provide the kinds of manpower information that could lead to comprehensive planning on the part of all of the institutions, the secondary sector as well as the postsecondary sector, which would include community colleges.

I would recommend that to Congress as being one of the most vital things they could do in this situation.

Dr. **Feddersen**. One other thing I would say, you can't have successful planning for all of the people that need to be invovled in conversation art and if you have an agency that is responsible for vocational planning, that is, you know, 98 percent thinking, and from a background of secondary vocational programing and the others are not involved in the same, you know, significant level, they do not have the balance, and I believe, through additional use of the 1202 commissions, to achieve postsecondary plans involving all of the postsecondary levels and a secondary planning through the mechanisms that might exist in the State, but it wouldn't make much sense, you know, to ask, say, the 1202 commissions to do all of the planning for the secondary.

In Pennsylvania we are doing that. We are having the secondary do all of the planning for everybody. So we need to achieve some balance there if our planning is to be more effective and bring about this unity or cohesiveness for a career education plan.

Mr. **Goodling**. The other part of the question is do you have a fear that we can hold the money here and then write something over on this side that would bring all of you people together in such a manner that we could determine what would be the way to go?

Mr. **Loughlin**. Really, I would like to react. We have the fact that Indiana is perhaps a little more unique, as Chairman Perkins mentioned. Maybe our goal is a little different, but I would like to go over this for just a second. While serving as the superintendent of instruction for the State of Indiana I set up a blue ribbon committee in 1971 which included members of the legislature and all of the different lobbying groups and what-have-you for vocational education specifically.

We have Federal funding to carry it out. They had separate staff from my department, so it would not be just secondary oriented. It was a complete setoff. That committee gave its report. The report then went into a legislative study committee of our Indiana General Assembly. That is what I was referring to in this report here, our senate bill 85, that has for the first time a single unit.

To answer your question, yes, I would be opposed to too much Federal planning. I think that we can, in the State of Indiana—it has taken a long time and these things do not happen overnight a lot of times, but I don't think you have to make the decision in the U.S. Congress whether or not we will emphasize one aspect over another, or the internal affairs. In fact, I don't think you are in a position to do that.

I think that the dynamic changes in our society are so great we must have that flexibility at the local level.

Mr. GOODLING. You do believe you could get them together?

Mr. LOUGHLIN. Yes.

Mr. GOODLING. These last few days I was not sure about that. One additional question I would like to ask Mr. Willett. I noticed you said, "But I feel this committee has at its disposal ways and means to encourage and implement educational change and I would respectfully ask for any assistance you can extend" and so on.

What do you have in mind?

Mr. WILLETT. I didn't mean I expected to check and then go back to college, but I was talking for the entire group.

Mr. GOODLING. Are you speaking in terms of money?

Mr. WILLETT. Yes. As far as that goes, yes, that is what we are all here for.

Mr. GOODLING. Well, I wasn't sure.

Mr. WILLETT. Well, the committee is not here for that. But, of course, my basic interest in coming here is the residential school, type school, and I think, of course, that is my prejudice. And I think, well, I have not gone through the bill. I have not seen it in here though, and I don't know whether it is cut out or is to be added or even considered or not. I think that should be one thing and there are some other things in the bill I would like to talk to you about sometime today.

Mr. ZEFERETTI. Mr. Miller.

Mr. MILLER. I have just a couple of questions. This lack of planning or the lack of coordination in the policy involvement, you are talking about within your individual State, you feel in some sense community colleges have been left out of their proper role; is that right?

Mr. NAJARIAN. May I answer that?

Mr. MILLER. Certainly.

Mr. NAJARIAN. I was going to make an additional comment to Mr. Goodling when he raised the question of funds, on the one hand, and maybe Congress increasing pressure on us to plan.

Now, in the amendments of 1968 there were very specific requirements with respect to a State plan as far as occupational or vocational education is concerned. I have worked on one myself when I was with the department of vocational education. The point there is that Congress has established the plan or at least a methodology for working out a State plan, but in most cases, what has happened is that this is merely a compliance document that all States invariably meet so that they get funds from the USOE's specific office. But if other institutions and other sectors were involved in the planning aspect of these State plans, then I think there would be a much better approach in terms of bringing in all of the needs of the various sectors, such as postsecondary community colleges as well as secondary. In other words, the vehicle exists.

Mr. MILLER. Why aren't you involved?

Mr. NAJARIAN. Why aren't we involved? That is a good question. We have recommended. We have volunteered and we are occasionally called over the telephone and asked, "What are your enrollment figures" and "What do you expect to project in terms of capital expenditures?" but we are never, in fact—and the State advisory council and national council pointed this out—that in too many States the postsecondary sector such as community colleges are not given opportunity to participate in the plan.

Now again when the sole State agency has that responsibility, you wait upon them to invite you.

Mr. MILLER. Is that your answer also? You talk about not all parties to the conversation being there.

Mr. NAJARIAN. Yes, we have to have complete organization, one structure that really represents and understands all segments of secondary and postsecondary occupational education. When you don't have that, and it does not appear it is going to happen, you have to face the facts and be realistic and you can't channel all of the funds through one or the other because that wouldn't be fair.

So you have to, at that point, divide the allocations so that you have secondary vocational funds going through that proper source and the postsecondary occupational source going through the proper source.

The only other alternative would be some complete massive reorganization at the State level and I don't think you probably want to get into that at the Federal level, forcing each State to come up with a similar model.

Mr. MILLER. Well, my concern is that, if you follow some of the questions asked by Mr. Quie in terms of set-asides, or increase set-asides, or greater definition, the chances in the Federal Government's getting involved in a power struggle, within individual States between competing institutions. How do you suggest we do that? And what is the propriety of the Congress attempting to do that?

If you say we have mandated a State planning guide or plan and you have been left out of it in violation of what that plan calls for, that is one instance. But to say, without specifics in regard to violations of congressional intent, I don't see what our role is based upon from testimony this morning.

Dr. FEDDERSEN. I think the American Vocational Association and American Association of Community Junior Colleges are both asking for an increase of 15 percent to 30 percent set aside for postsecondary and community colleges. This would, in fact, be a doubling of the amount of money that would be funded and required by legislation to come to the postsecondary level.

Right now we are receiving less than 15 percent. Yet we are serving as many students as are the secondary vocational schools. I can't break down how much goes to State administration, but there is a large part that goes to State administration. But the system is not working right now. This bill, I think, would go a long way toward improving it.

Mr. MILLER. It seems to me the suggestion you are making is that somehow the decision to deprive you of moneys within your State is not based on merit, or that it is based on some other extraneous matter that is sort of a hidden agenda, if you will, and I am trying to bring out if that fact is true.

Dr. FEDDERSEN. Yes.

Mr. MILLER. Or you tell me there is a great dislike for vocational education at the community level? Is that what you are saying?

Dr. FEDDERSEN. Yes.

Mr. MILLER. By most State boards of education or State planning boards or whoever is in the position to make the decision, I mean is that the position of this group?

Mr. WILLETT. Not my position.

Mr. NAJARIAN. I think what you could say is this: Up to this point vocational education has been primarily secondary-oriented.

Mr. MILLER. Agreed.

Mr. NAJARIAN. Obviously, in 1968 the Congress recognized the fact that postsecondary education was increasing in significance, therefore, they increased or established a mandatory set-aside of 15 percent. Since that time what is happening is postsecondary education and specifically postsecondary education in the community colleges has increased dramatically.

I have the data here I am submitting to the community. I think what has happened, the vehicle, mechanisms established in the State no longer reflect the changes that have taken place in the educational scene. I think we are asking that Congress recognize the fact that the 15 percent set-aside is no longer sufficient.

Our needs have expanded beyond that. In some instances we have never ever received what has been set aside as postsecondary mandatorily.

Mr. MILLER. I suggest that is a different case than what I believe I was hearing earlier, which was not so much that your circumstances had changed and Congress ought to reevaluate it, but rather, you were being deprived of it because of power structures within our States, and I didn't think it was a proper role for this committee or Congress to deal with.

Mr. LOUGHLIN. He is saying that the minimum and maximum of 15 percent are one and the same at the postsecondary level.

Mr. MILLER. I understand, which is no longer adequate in light of this situation.

Mr. NAJARIAN. In addition, when you raised the point, raised the point of a power struggle not being within the purview of this committee, I don't believe that is quite—at least my understanding, in that if the Congress has established the requirement for a sole State agency—and up to this point in time this sole State agency is primarily oriented in a secondary nature and is almost, in many States at least, and I know in ours is also synonymous with the State Board for Elementary and Secondary Education.

What I am saying and what Dr. Dwyer, whom I represent here, is saying is that they do not represent our needs to the extent that we feel that they should be. In other words, the sole State agency is no longer valid in a situation where the needs of the educational community are going to go beyond what their scope of interest is.

Mr. MILLER. Are you suggesting that we select a membership?

Mr. NAJARIAN. No.

Mr. MILLER. Create a new agency?

Mr. NAJARIAN. Well, not necessarily create a new agency. I think these kinds of things could be operated within existing structures that exist in a number of States in this country, such as State boards for postsecondary education, the 1202 Commission, the State boards for community colleges, and I am not saying one or the other, but I do say there are certain needs for change here and I think what we are doing is submitting our recommendations for how the committee should look at these changes that should be structured.

Mr. LOUGHLIN. Mr. Miller, if I might interject, when you suggest to set up a new agency, that is exactly what we do, is create a State board of education by this bill and what is good for California will not necessarily fit Indiana. This is why we are saying, Give us that opportunity, that flexibility to do it here and then what is needed for Massachusetts or other places, let them do it.

Mr. MILLER. In another vein, let me ask you this of whomever would like to respond: Do you think some incentives ought to be provided for the movement of secondary students into postsecondary vocational education programs while they are still secondary students? Should you have an open enrollment policy for those students? Unless they want to go into advance work in specific courses, they might also be involved in community colleges.

Mr. LOUGHLIN. I would be surprised if there isn't.

Mr. MILLER. But there is rather a small number of students in terms of this.

Mr. LOUGHLIN. Well, the opportunity is there. In fact, we would take all of the students we can. What happens at I.V. Tech's particular case is that the average student waits a year, is out, and then decides that they don't have what they really thought they have and then comes back for what I consider the differentiation between vocational and occupational, comes back now and they have had the broad aspect and now they want to know how to be an air-conditioning or heat specialist or something like that.

Mr. MILLER. But you see no inherent roadblocks in taking advantage of that opportunity while they are still secondary students?

Mr. LOUGHLIN. Well, it would be an easier transition for us. We go around the State to every high school before graduation and encourage that. Buy or sell, so to speak, just like ITT would go around and sell.

Mr. MILLER. I am talking about while they are juniors.

Mr. LOUGHLIN. That is what I talked about.

Mr. NAJARIAN. We have a situation just now developing in Massachusetts where Springfield Technical Community College, formerly the old Springfield Armory, is working with a number of surrounding communities, all of which are relatively small suburban areas that cannot afford to fund a regional vocational school, and we are presently working out arrangements on a consortia basis where these juniors and seniors you are speaking of will be able to come to our community college in Springfield and from 11 to 2 utilize the technical laboratories and classroom instructors and our faculty while they are still enrolled in the high school, to benefit from the occupational training programs that we presently have, plus the equipment.

Dr. FEDDERSEN. At Williamsport we are serving 1,300 right now secondary students and they come from 12 different school districts and use the same facilities that we use for postsecondary occupational programs, so for a normal day on for 2 weeks and then 2 weeks back at the home institution and that enrollment is growing.

Mr. NAJARIAN. I am glad to hear that because I raised it because there were some concerns in the GAO report in terms of maximizing use of these facilities within community colleges.

Dr. FEDDERSEN. We have one particular program in welding that starts at 8 o'clock in the morning and runs until 3 a.m. the next morning for welders and we have secondary schools and postsecondary schools and postsecondary right out of high school and older students and adults utilizing the one facility.

Mr. ZEFERETTI. On behalf of Chairman Perkins and the committee we thank you for coming here this morning.

Mr. LOUGHLIN. We thank you for giving us the opportunity.

[Whereupon, at 12:25 p.m. the subcommittee recessed, to reconvene at the call of the Chair.]

[Material submitted for inclusion in the record follows:]

CUYAHOGA COMMUNITY COLLEGE,
Cleveland, Ohio, April 25, 1975.

HON. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: Cuyahoga Community College is deeply concerned about the upcoming legislation for Vocational Education. We in the urban areas are deeply concerned about the unemployed citizens of our cities, and lack of skills is one of the primary reasons for unemployment. We feel that the Vocational Education Act of 1968 as Amended offered inadequate support to the postsecondary institutions of our nation, which are responsible for developing the talents and resources of Americans of all age levels.

Cuyahoga Community College is in general concurrence with the American Association of Community and Junior Colleges in its support of H.R. 3036 and S. 939. These bills would allow the distribution of funds for vocational education at the state level to be channeled through a separate community college unit which would recommend allotments to post-secondary institutions. Currently, the standards set by our State Department of Education in the Vocational Education Division are directed toward secondary schools and do not allow for flexibility in the training of adults in vocational programs. In the State of Ohio, less than the 15% has been allotted to post-secondary institutions in the past, and we have had a great deal of difficulty securing approval of vocational programs for reimbursement of funds. Necessary space and equipment requirements prevent us from training individuals in priority need areas. Frequently our students are involved in external clinical and cooperative programs in which they are exposed to all types of working situations and have adequate opportunities to utilize their skills beyond the walls of the institutions.

In addition, we are prevented from obtaining any research funds under part C of the present Act through the State Division of Vocational Education because we do not have approved programs. These monies have been arbitrarily allotted and earmarked for secondary school districts and special projects for the State

Division itself carried on within local school districts. Guidelines and priorities are never announced to post-secondary educational units, and the only way that we can obtain any research funding for projections of employment needs or follow-up studies of graduates relating to improvement of programs is to apply directly to the Office of Education for external funds, which are limited on a nationwide basis.

While we support the distribution component of S. 393-H.R. 3036, we are aware of the advantages to us of having research funds distributed with multi-year grants. The AACJC recommended legislation has not addressed itself to this facet of research and development; however, we feel that single year grants do not allow for adequate follow-up in projection studies, in addition to evaluation of particular occupational programs in regional areas. We recommend that research and development efforts not be hampered by approval of the State Division of Vocational Education as a condition for receiving funding. In discretionary funding received directly from the Commissioner, it would be advisable to have only an informational copy of proposals forwarded to the State Offices.

We would hope that this legislation may be brought to the floor of the House for a vote during the first session of the 94th Congress, and preferably prior to the expiration of the Act on June 30th so that a continuation of the present legislation which would deny us access to adequate funding for another fiscal year, is unnecessary.

Sincerely,

NOLEN M. ELLISON,
President.

ODESSA COLLEGE,
Odessa, Tex., February 10, 1975.

Congressman GEORGE H. MAHON,
Rayburn House Office Building,
Washington, D.C.

DEAR GEORGE: I am sure that you are aware that the House of Representatives has before it two separate vocational education bills. The first, H.R. 17304, is the vocational education amendments of 1973. The second, H.R. 17305, is the post-secondary vocational education act of 1973. Both of these bills have some merit and either would do some good for vocational education in the United States. However, it is abundantly clear that H.R. 17305 would be the preferable bill for Odessa College. This bill provides that a minimum of 40 per cent of the funds allocated to a state must be designated for post-secondary vocational education and that at least 30 per cent of this amount must be allocated to community colleges. It also, and more significantly, provides for *separate* planning and coordinating agencies for secondary and post-secondary vocational education.

I know that you are aware that the major thrust of successful occupational education training in the United States is now coming through and from the community colleges in the United States. In addition, although we do have some colleges that do better jobs than others, the community college movement is far more able to attract adults for reeducation than are any other type of occupational education institutions. The reason for this is very obvious in that any adult who is out of school would much rather say, "I'm going to college now" than "I'm going back to high school." Beyond that, it's my very prejudiced opinion, of course, that we are able to provide a more employer-oriented occupational program than are many other institutions who are concerned about their profit, or about programs, for high school age individuals.

We at Odessa College are bursting at the seams with vocational occupation. This spring semester, we have had an all-time record enrollment—more than 20 percent greater than last year, and we are at absolute capacity at evening and part-time sections of every occupational course available. This is partly because of the great need for trained people in our area. Our industry needs more employees. We are getting a great influx of new people into Odessa; however, we do not have people with the training to move into the jobs that are needed. Therefore, at Odessa College we are going to have to dramatically increase the number of people whom we can train for our area.

The separate planning and coordinating agencies for administering secondary and post secondary vocational education is of extreme significance to us. At the present time, Texas Education Agency which, of course, is the central agency for secondary education in Texas, also administers the post-secondary vocational programs at Odessa College. This creates a great number of problems. The community college people in the Texas Education Agency would admit that it is very difficult for them to get our problems before the agency leadership because of their very small number and very small budget compared to the total operation of all public schools in the state of Texas. This is natural. The largest portion of the responsibility for the Texas Education Agency is the public school program. They, therefore, devote most of their time to this program. At the same time, we in community colleges feel that we definitely need an agency who can devote itself to our problems and our concerns in creating better occupational education programs.

I realize that there is a substantial number of people who would argue with my views on this matter: I am sure that many think H.R. 17304 is the better bill. However, after making a reasonably careful study, and thinking through the problems at Odessa College and what we need, I am convinced that H.R. 17305 would be the bill which would help the most people in the United States in terms of vocational and occupational education. I say this without reference to the amount of money allocated to occupational education although obviously I am interested in as much as possibe being sent our way. To me, however, a guarantee of money to community colleges and a revision of the administration of these funds would be extremely helpful to Odessa College and the people of Odessa.

I would certainly appreciate any consideration you could give to your support of H.R. 17305 and would certainly be willing to provide you with additional comment and thought if you desire.

I know you have a lot of people who want many thing. and a lot of pressures. I understand and appreciate the problems you have and am simply glad that you are there in Washington to represent us and are in a position to make me feel that I am really being heard on my concerns in these matters.

With warm regards,

PHILIP T. SPEEGLE,
President.

WEST VALLEY,
JOINT COMMUNITY COLLEGE DISTRICT,
Saratoga, Calif., January 28, 1975.

MR. JOHN F. JENNINGS,
Counsel, General Subcommittee on Education and Labor,
House of Representatives,
Washington, D.C.

DEAR MR. JENNINGS: West Valley Community College was legally established in 1963 to serve the Santa Clara County communities of Santa Clara, Campbell, Los Gatos, Saratoga, Monte Sereno and a significant portion of the City of San Jose. In the Fall of 1964, the College rented a 40-year old grammar school and offered educational programs to 3,000 full and part-time students. Subsequently, the district purchased a permanent site and has completed a college now serving approximately 20,000 full and part-time students. In order to meet the continuing anticipated enrollment demands, a second site has been purchased in the City of Santa Clara and the first permanent facilities are scheduled for completion in 1977.

An analysis of our student population, which averages 27 years of age, reveals that approximately 80% are enrolled in one or more occupational education courses. The Faculty members and myself consider occupational education to be one of the most pressing and continuing requirements for the educational enhancement of the district's population.

Since 1964 significant portions of our buildings, equipment and operational support of occupational education has been provided through the VOCATIONAL EDUCATION ACT of 1963 and 1968, amended. Projecting an increasing student demand as a result of job retraining, population mobility, and more leisure time, it is conceivable that before this decade is over, over 40,000 students will be enrolled annually in one or more courses of occupational education in this district.

I, the undersigned President of the Faculty Senate of the West Valley Joint Community College District, urge you to act favorably on behalf of the 212 full-time and 485 part-time faculty members of West Valley College concerning the Post-secondary Vocational Education Act of 1975.

Sincerely yours,

PAT BENNETT,
President.

STATE FAIR COMMUNITY COLLEGE
AND AREA VOCATIONAL SCHOOL,
Sedalia, Mo., February 7, 1975.

Hon. WILLIAM J. RANDALL,
House Office Building, Washington, D.C.

DEAR CONGRESSMAN RANDALL: We have just recently received word from our Missouri Vocational Educational Legislative Committee that the House Education and Labor Committee is beginning their deliberations on the new vocational education legislation.

We would like to express our support for the research and curriculum development, statewide planning and accountability, prevocational education, basic vocational education program, and vocational education program services as provided in H.R. 17304.

State Fair Community College is a public community college that also functions as an area vocational school and, in this role, operates vocational programs for (1) post-secondary youth and adults, (2) secondary school youth, (3) adults who are in need of retraining, and (4) individuals with special needs (disadvantaged and handicapped).

In our judgment, this bill would best allow the college to continue to provide vocational programs for our district residents. We currently work directly with the State Department of Elementary and Secondary Education in securing state and federal funds to assist with the support of vocational programs at the local level. We receive excellent support from this department and are in favor of the State Board continuing to be the sole agency responsible for administration and supervision of the state plan.

We are opposed to H.R. 17305 (the A.A.C.J.C. supported bill) which provides for a division of funds between vocational education and occupational education at the post-secondary level.

As you know, state government for education has recently been reorganized into two departments, State Department of Elementary and Secondary Education and State Department of Higher Education, and community colleges have been transferred to the State Department of High Education. In our opinion, it would be more efficient for our local schools to work with one agency that had the responsibility for the planning and supervision for all vocational programs within our state. We also have reservations about the ability of the new Department of Higher Education to administer occupational programs. The legislation limits their total staff to 25 members and at the present time on one on their staff has any previous administrative experience with vocational education. Also, H.R. 17305 would lead to duplication of effort at the state level, and would probably lead to inefficiency in planning and administration of vocational programs in our state.

If you concur with our concerns, would you please contact Congressman Perkins and the other members of the Committee and indicate your support of H.R. 17304.

Thank you for your past efforts on behalf of vocational education.

Sincerely,

MARVIN R. FIELDING,
Vice President for Instruction.
NILA HIBDON,
Dean, Vo-Tech Education.

STATE FAIR COMMUNITY COLLEGE,
Sedalia, Mo., February 7, 1975.

Hon. WILLIAM J. RANDALL,
House Office Building, Washington, D.C.

DEAR CONGRESSMAN RANDALL: We have just received word that the House Education and Labor Committee is beginning hearings on the new vocational education legislation. There are some concerns that I would have under H.R. 17305, which is the bill supported by the American Association of Community and Junior Colleges, especially as it relates to the State of Missouri.

This bill provides for a division of funds between vocational occupational education at the secondary level and the post-secondary level. I am aware that some states have difficulty in providing funds for some of the post-secondary institutions because of the way they are instituted, and I agree that something should be done in such cases. However, to disrupt another state where all the planning and administering for both the secondary and post-secondary levels is handled by one agency equitably, as is the case with Missouri, I feel would be a mistake.

As you know, our state government has recently been reorganized with the result being that education is now covered by two departments—the Department of Elementary and Secondary Education, where the vocational division is administered, and the Department of Higher Education. In accordance with the Reorganization Act, the Department of Higher Education is limited to twenty-five employees and there is no one in the department who has experience with vocational education. This means that another agency would have to gear up in planning, supervision, and administration of the vocational programs currently being carried on by the Vocational Division of the Department of Elementary and Secondary Education. It appears to me that this would lead to a great amount of inefficiency in both the planning and administering of vocational programs for the people of the State of Missouri. I would support any measure that would provide for distribution of funds to some of the post high school programs in other states, but since in Missouri post high school programs are being very adequately handled and financed by the present administration, I would not want to see it changed. For example, post high school institutions and programs receive about 28 percent of the funds allocated to Missouri by the federal government at this time. I think the duplication of effort would cost much more in the area of administration necessarily resulting in less money being spent toward educational programs for students in the State of Missouri.

We, therefore, would support at this time H.R. 17304, as we continue to support research and curriculum development, statewide planning and accountability, pre-vocational education, basic vocational education programs, and the vocational education program services provided in H.R. 17304.

I hope you will concur with this point of view and use your influence toward members of the House Education and Labor Committee, especially its Chairman, Congressman Perkins.

Sincerely,

FRED E. DAVIS,
President.

PRINCE GEORGE'S COMMUNITY COLLEGE,
Largo, Md., February 10, 1975.

DEAR SIR: As per our phone conversation, I am attaching my paper for your possible inclusion in the Bill on Vocation Education.

If included, kindly let me know the developments and please send me a copy for my file.

Thanks.

Cordially,

FRANCIS SHIEH,
Professor of Economics.

[Excerpt from Cong. Record July 18, 1974]

THE FUTURE OF COMMUNITY COLLEGES

HON. CHARLES H. WILSON OF CALIFORNIA

IN THE HOUSE OF REPRESENTATIVES

Thursday, July 18, 1974

Mr. Charles H. Wilson of California. Mr. Speaker, recently Prof. Francis Shieh of the Social Science Department of Prince Georges Community College sent me a very interesting paper on "Community College Education as a Source of Economic Development." He will deliver this talk at the Second Annual Atlantic Economic Conference to be held in late September in Richmond, Va.

Since I agree with Professor Shieh's thesis that community colleges offer a valuable source of manpower development and training and that, because of their low tuitions and open-door admissions policies, provide exceptional educational opportunity, I would like at this point to insert Professor Shieh's remarks in the RECORD so that my colleagues can benefit from his views:

[The material referred to follows:]

COMMUNITY COLLEGE EDUCATION AS A SOURCE OF ECONOMIC DEVELOPMENT

(By Prof. Francis Shieh)

The development of human resources (human capital) to free people from the hardship of poverty and ignorance in the sharing of benefits is gladly and encouragingly viewed by economists and educators.

Men are now seeking to find more food supplies and energy sources, more steady employment and increasing responsibility with dignity, better education and training for enhancing and productivity in every stage and phase of economic performance.

We all know that the development of an education system and the formulation of an education policy are linked with economic evolution. The fact of increasing enrollment in community colleges is a concrete evidence of the role of such division in the education sector in contributing to the labor factor of production.

As the expression goes, "One has a sense of honor only when one's livelihood is assured." One ought to be realistic in order to satisfy one's basic needs and the acquisition of a certain skill to earn a living can easily be attained by attending community colleges.

Besides imparting knowledge and skills, we need to cultivate a problem-solving attitude among students. This can be done not through dull standard which are unexciting or meaningless to the novice but through work-study programs that can be available in the patterns of community colleges. With expansion in community colleges the best brains are absorbed into academic life and industries which are vital to economic growth. We need to create more opportunities for all who are involved in business and industry. Community colleges would be engaged in innovations in academic curricula and teaching. Community college educators would feel, in my judgment, that we have a commitment in our economic future.

Human resources are more important than material resources in economic development. For without adequate human resources, material resources cannot be adequately utilized by men for the benefit of all. And human resources can be developed only, as I see it, if education at the community college level would be available to all our people. The low tuition fees have an effect in terms of increasing enrollment and the high rate of inflation is another factor of such a development.

There can be no doubt that as source of manpower development and training, community colleges have become highly significant to industry and the business world.

Training processes are analogous to production processes; they transform input (unskilled labor) into output (skilled labor) using human capital instruments (community colleges) and personnel (educators) and processes (training programs).

Manpower training and policy is always the component of modern American economic life.

OBJECTIVE

One objective of this paper is to assure fellow economists the qualitative dimension of scientific and technological manpower development in American community colleges. A significant factor in the sustenance of the Nation's economy is the capacity and capability to provide trained technical personnel at the grassroots level. Since there seems to be no fully agreed upon definitions of the terms "technician" and "technologist," these terms will be used without specific distinction. Technical training programs are those which have as their primary aim preparation for teritary (para-professional) and productive employment. The Community College Programs have expanded greatly during the past decade. (Cf. *Keys for Economic Understanding* by Francis Shieh Kendall/Hunt, Dubuque, Iowa 1971; *Manpower Report of the President,* April

1974; *Occupational Outlook Handbook* 1974–75 and *Budget in Brief*, Fiscal Year 1975.) These education programs are designed to provide a firm base for continuing education—even when the worker's education is interrupted by periods of employment. Such programs will have as their primary emphasis the basic scientific, engineering, and mathematical knowledge upon which necessary and specific skills may be set and built. To sum up the rationale as follows—

1. a sound scientific and technical basis for continuing professional growth in the intermediate range for immediate applications.
2. an ability to adapt to technological advances and
3. job entry skills for employment in scientific and technological activities.

PROJECTIONS TO 1976

Leading up to the observance of our 200th anniversary, four States have been selected to establish the pilot phase of a program that will highlight the contribution of education to the Nation's economic development.

Alabama will study the role of educational institutions, such as community colleges. The results will be incorporated in high school social studies courses and broadcast statewide over educational TV.

PROJECTIONS TO 1982–83

Enrollment in community colleges would be in the neighborhood of 3,000,000 with an increase of 25% from 1972 to 1982 and four-year institutions of 6,000,000 (circa) with an increase of only 3%.[1] Such trends would be clear in terms of the topic of this paper.

EPILOG

The trend toward occupational education in community colleges will continue at an accelerated pace, as is evident from the fact that 135 of the 160 programs projected for introduction in Maryland's community colleges between 1974 and 1979 will be in occupational areas. The scenario appears to be economizing the cost of tuition, optimizing the amenity of individualized instructions and maximizing the benefits of career-oriented people.

COMMUNITY COLLEGE EDUCATION AS A SOURCE OF ECONOMIC DEVELOPMENT

Appendix A—Specific examples of vocational training available in community colleges

Degrees Conferred in Maryland Community Colleges

A total of 4,861 Associate in Arts degrees were awarded in 1972–1973 with 1,975 of these awarded in the occupational areas. The major areas of concentration of the 1,975 degrees awarded in the occupational areas were:

Health service (43%)	855
Public service (22%)	431
Business and commerce (19%)	370
Data processing (8%)	151
Engineering related (7%)	142
Natural science (1%)	26

The table below compares the degrees and certificates awarded in Maryland's community colleges over a five-year period. A comparison of the degrees awarded in occupational areas versus the total Associate in Arts degrees awarded, and the Certificates awarded versus the total Associate in Arts degrees awarded follows:

Year:	*Degrees awarded*
1969	1,917
1970	2,310
1971	3,162
1972	4,069
1973	4,861

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[1] Official data from the U.S. Office of Education to be modified by the author.

Degrees awarded in occupational areas

Year:	
1969	538
1970	809
1971	911
1972	1,588
1973	1,975

Certificates

Year:	
1969	58
1970	117
1971	98
1972	93
1973	247

The percentage of Associate in Arts degrees awarded in the transfer category compared to those awarded in the occupational area has shown a decrease over the past five years. In 1969, 28 percent of all degrees awarded were in occupational areas while in 1973, 40.7 percent were in occupational areas. The number of Certificates awarded have fluctuated over the five-year period. The large increase from 1972 to 1973 is accounted for primarily by graduates of a special program initiated by one of the community colleges in 1972.

Appendix B—Relationship between examples in Appendix A and manpower needs

Information based on the new 1974–75 edition of Occupational Outlook Handbook reveals that:

Two out of three job openings that will arise through 1985 will stem from the need to replace workers who die or retire. Only a third of the openings will result from employment growth.

The number of professional and technical jobs—those that usually require a college degree—will continue to grow faster than jobs in any other occupational group. However, the vast majority of the 60 million job openings expected to become available between 1972 and 1985 will be open to persons who have completed 2 years of community college.

Educational requirements will continue to rise for most jobs, including jobs in clerical and blue-collar fields. Posthigh school training, such as that obtained through apprenticeship, and community colleges will take on increasing importance.

Some jobs with the fastest growth rate will be in the health field, often in comparatively small aide and assistant type positions. Jobs as mechanics and repairmen of such diverse products as computers, industrial machinery, and air-conditioning, refrigeration, and heating equipment will also grow rapidly.

With the world of work becoming increasingly important to young people choosing careers and to planners and administrators of manpower programs.

The new revision of the Handbook indicates that demand for professional and technical workers will continue to be strong in the health field and in such specialists as social work, systems analysis, and personnel work.

Among occupations requiring community college education, employment will grow rapidly in lithographic occupations, firefighting, and cement and concrete masonry work, in addition to most para-professional health occupations and the mechanic and repair jobs. Opportunities for stenographers and secretaries will also be good, since the field is large and employee turnover is high.

Appendix C—Special strengths of community colleges

The community college operates under an open-door policy to all high school graduates and other adults who qualify for specific programs. For a low tuition, students are admitted without regard to race, color, sex, religion or social status.

By creating a total educational environment the College is committed to helping each student realize his/her potential, limited only by his/her individual abilities and aspirations.

The College assumes leadership in identifying and evaluating the needs of the community and responding to the demands of a changing society.

Programs are designed for the following purpose:

1. Academic two-year curricula for transfer to four-year colleges or universities.

2. Technical, occupational career, and semi-professional training leading to employment in specialized fields.

3. Activities for adults who desire continuing education or personal enrichment.

4. Extra-curricular activities to develop leadership and broaden student interests.

5. Community Service programs of skills, understanding and appreciation to meet the diversified demands of our society.

The above-mentioned features can never be matched by traditional four-year liberal arts colleges, technical, secretarial or any career schools.

The so-called Career Schools in the private sector may be over 10,000 in number (both resident and correspondence)—annually enroll over three million students at a tuition cost of more than $2.5 billion. But substandard and shoddy education may prey on students who truly desire to have vocational education. The Federal Trade Commission has published a guidebook on vocational schools to expose deceptive practices.

Ten years ago there was only one community college offering its students the opportunity of a cooperative education program. As a consequence of Congress' establishing a national public policy to favor and assist the expansion of cooperative education, there are now several hundred community colleges that have started cooperative education programs. An increase in funding of part IV-D will be necessary to replace a substantial portion of the current $19,500,000 now available for community colleges to develop cooperative education programs under the Vocational Cooperative Education Program.

Cooperative education is a response to the realization that industry and education need to work together on the pressing problems of community college education as a source of economic development.

The Community Colleges are in greater demand than the land-grant colleges in the 19th century. The Associate Degree, therefore, may be termed as a typical American collegiate degree to serve our society.

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION,
Washington, D.C., February 24, 1975.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee
U.S. Congress, Rayburn House Office Building
Washington, D.C.

DEAR CONGRESSMAN PERKINS: Attached, for your information, is a letter from Dr. Gerald R. Fuller, President, American Association of Teacher Educators in Agriculture, concerning vocational teacher education.

I thought that his views on this matter would be of interest to you and to members of the Subcommittee in your current deliberations on extension and revision of the Vocational Education Act.

Sincerely,

CALVIN DELLEFIELD,
Executive Director.

Enclosure.

AMERICAN ASSOCIATION OF TEACHER
EDUCATORS IN AGRICULTURE,
January 17, 1975.

Mr. CALVIN DELLEFIELD,
Executive Director,
Washington, D.C.

DEAR MR. DELLEFIELD: This letter is in response to our conversation at the National Coordinating Council for Vocational Student Organizations breakfast in New Orleans.

Vocational teacher educators are concerned that the proposed new Federal legislation for vocational education does not identify college based teacher education (both pre-service and in-service) as a program having a specific authorization for appropriation of funding. The present draft of H.R. 17304 is worded in such a way that it would be possible for states to zero fund teacher education.

Also, the present trend in several states is to allocate teacher education funds on the basis of short-term special project funding. In both cases, it is impossible for teacher educators to plan on a long-range basis when funding may be at the discretion of individual state department's of education.

Higher education is facing severe financial difficulties. Colleges and universities are basing their funding decisions more and more on traditional efficiency factors spewed out by computer programs. The traditional efficiency factors, such as semester hours of credit generated by one instructor, are forcing vocational teacher education programs to cut back on, or eliminate aspects of their programs which have been proven to be essential for quality preparation and in-service education of vocational teachers. Why, because these aspects of vocational teacher education are expensive when compared to the cost of traditional large class lecturers and non-vocational teacher education education practices which are recognized to be less than the best.

It is my belief that the Federal legislation should specifically authorize the funding of college based vocational teacher education to support the aspects of the program which are more expensive than traditional delivery systems.

In Vermont, the University of Vermont and the State Department of Education's Vocational-Technical Education Division have developed an effective funding procedure. Perhaps this procedure might serve as a model.

The University and the State Board of Education have along-standing written memorandum of understanding that recognizes the joint responsibility for providing adequate pre-service and in-service vocational teacher education. The fact that effective vocational teacher education is more expensive than traditional programs is reflected in this memorandum.

The Vocational Education and Technology Department, University of Vermont, prepares an annual program of work and proposed budget as called for in the memorandum. These documents are reviewed and approved by the State Department of Education's Division of Vocational-Technical Education as well as the University. The memorandum of understanding insures continuing funding on an annual basis. Thus, long-range planning based upon projected needs in Vermont can be accomplished.

The program of work and budget is designed to indicate the inputs and outputs associated with the University's share of funding and the State Department's share of funding. The University's share is used to provide the more traditional instruction through on-campus courses. The efficiency factors used by the University are considered when this phase of the program of work and budget are formulated.

The State Department of Education's share of the budget is applied to the more expensive aspects of the program, such as "small" on-campus pre-service education courses, services activities to local education agencies, adequate supervision of student teachers, in-service off-campus education for beginning and experienced teachers, and in-service education through on-campus evening and summer courses. Traditional efficiency factors are less applicable for these aspects of the program. Without the financial aid from the State Department of Education, these essential vocational teacher education activities would be curtailed and/or eliminated by the University as budgets dwindled.

One unique part of Vermont's funding program is the Vocational Education Professional Development Program. This program is used to reduce the out-of-pocket tuition costs for beginning and experienced teachers.

The University recognizes the fact that State Department of Education funds are being used to pay the salaries, fringe benefits, and operating expenses for courses offered to beginning and experienced teachers. Therefore, the cost to be recovered by the University is limited to the record keeping and associated indirect expenses. The University establishes, each year, a special fund equal to 50 percent of the State Department of Education annual financial grant award. These funds are then awarded to beginning and experienced teachers, and persons employed in industry, who enroll in vocational teacher education courses. Each person receives a Fellowship equal to 75 percent of the cost of tuition for the course in which he/she enrolls. The enrollee pays the remaining 25 percent of the tuition cost to cover indirect expenses. (In practice, this amounts to $10 per credit hour out-of-pocket.)

An important point regarding the Fellowship program is that we are able to return up to 50 percent of the State Department of Education grant award to the local school districts through the reduction of out-of-pocket tuition expenses. In Vermont, this has been as high as $20,000 in one year.

In practice, the University has been paying for about 50 percent of the cost of vocational teacher education and the State Department of Education has supported the remaining 50 percent. If Federal authorization and financial support is eliminated in the new legislation, vocational teacher education in Vermont will be in serious trouble.

I am sure other states have the same concern. And, other states have funding patterns which may differ from Vermont's. I will contact some of my colleagues, and request that they provide you with information regarding their funding arrangements.

I hope this information will help you. If you have any questions, please contact me.

Sincerely,

GERALD R. FULLER,
President.

COMMISSION FOR COMMUNITY COLLEGES,
Harrisburg, Pa., March 13, 1975.

Hon. CARL PERKINS,
House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: On February 26, 1975, Dr. William Feddersen, President of Williamsport Area Community College, presented testimony on career, vocational, and occupational education before your Subcommittee. At the time he indicated that he was speaking for himself and not the entire Commission for Community Colleges although he felt that he expressed the concerns of the Commission.

We did not have an opportunity to review Dr. Feddersen's testimony prior to his presentation. Since then, however, we have received copies of his testimony and reviewed it carefully.

We are in full accord with the testimony presented by Dr. Feddersen. We support entirely his recommendations.

What he presented in his testimony was often discussed at Commission meetings, and we're all quite familiar with the problems and the proposed solutions. The signatures below represent the members of the Executive Committee of this Commission and indicate the support of the Commission.

We would appreciate if this statement of full support of Dr. Feddersen's February 26 testimony could be placed in the record with his testimony.

We appreciate your concern and interest in occupational education and stand ready to offer any services we can in your search for equitable legislation.

Sincerely,

DR. CHARLES E. ROLLINS,
President,
President, Bucks County Community College.
DR. DOUGLAS LIBBY, JR.,
Vice President,
President, Delaware County Community College.
DR. RICHARD T. ADAMS,
Secretary,
President, Community College of Beaver County.
DR. LE ROY R. BRENDLINGER,
Treasurer,
President, Montgomery County Community College.
DR. THOMAS TEN HOEVE, JR.,
Past President,
President, Butler County Community College.

AIMS COLLEGE,
Greeley, Colo., March 21, 1975.

Hon. WILLIAM L. ARMSTRONG,
Colorado Representative,
Cannon House Office Building,

DEAR CONGRESSMAN ARMSTRONG: Thank you for your interest and consideration on my correspondence about legislation H.R. 3036. I appreciate your thoughtfulness in sending me a copy of the bill.

After reading 3036 and comparing it to the Summary and Section by Section Analysis of H.R. 3037, I find it almost unbelievable that the American Vocational Association could have had any input in writing 3036. The changes from H.R. 17305 to H.R. 3036 do not correct the major deficiencies of the bill as related to the administration of Vocational Education. My personal feeling about this proposed bill is that it would be so detrimental to vocational education that an extension of the Amendments of 1968 would better suit our needs, rather than consider this bill.

The major emphasis of this bill, as written, is almost totally concerned with controlling the administration of the program, thereby forcing an adaption to a stereotyped structure familiar to persons of the academic family of higher education.

To me, vocational education belongs somewhere between basic and higher education, and admittedly contains portions of each, but to be effective it must have different goals and different approaches to attain these goals. To effectively administer vocational education a person must have a thorough understanding of the philosophy behind the program. The underlying implications of the bill leads one to believe that vocational education is for the underprivileged and less than capable academic students, and administrators from this discipline are less than competent and must be controlled by persons from higher education.

The goals of the vocational student control the content of his program rather than the intellectual level of the student.

Speaking from experience, the majority of vocational students are equally as competent and capable as their counterparts in the academic area. Their goals and approaches to those goals differ greatly. I resent the assumption that vocational education is primarily designed for the disadvantaged student. I readily admit that vocational education, by nature of its flexibility, has much to offer the disadvantaged student.

A typical student in the vocational program is more demanding and must obtain a continual sense of progress; either he will demand change or drop the program. This student has a concrete base of comparison—the job he is training for in industry must be closely copied or simulated in the classroom, or he will question the design and content of the course.

Vocational Education must be accountable to be successful. I am not against a Liberal Arts Education, but I must admit it would be extremely difficult to measure or show accountability for the success or failure of students completing that program.

I am sincere when I say Vocational Education can and must be improved, but to consider H.R. 3036 would set Vocational Education back to a level below the Vocational Amendments of 1968.

H.R. 3037 may not be a panacea for Vocational Education, but I honestly believe it would go a long way towards improving the delivery system of Vocational Education. It would definitely guarantee that persons responsible for directing the program would have expertise in their unique area, and would not modify the program to fit a structure of another discipline.

I am very proud of my profession and confident of my capabilities in the area of Vocational Education, though I must admit I would feel less than capable to redirect or drastically change the existing programs for higher education in an academic area.

It is apparent that the people who designed H.R. 3036 were not concerned with the advancement of vocational education; but were intent upon extendnig their sphere of control to encompass vocational education.

My plea would be that if Congress cannot improve the existing program of Vocational Education, please do not allow a deterioration of the wonderful progress we have made up to this point by permitting some of the recommended changes in H.R. 3036 to become laws.

Sincerely,

Joe E. Milan,
Dean, Occupational Education.

Congress of the United States,
House of Representatives,
Committee on Education and Labor,
Washington, D.C., April 10, 1975.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
Rayburn House Office Building,
Washington, D.C.

Dear Mr. Chairman: Enclosed you will find a paper prepared by Alan Gross of Macomb County Community College which analyzes the Vocational Education amendments of 1975.

Would it be possible to include this statement in the official Committee transcript.

Any assistance you could afford in this matter would be greatly appreciated.

Sincerely,

Marvin L. Esch,
Member of Congress.

Enclosure.

VOCATIONAL EDUCATION AMENDMENTS OF 1975

The Vocational Education Act of 1963—bipartisan legislation about which the disagreements were few—was hailed by Carl Perkins as "a milestone in the history of Vocational Education" and by Senator Pell as a "major breakthrough."[1] Congress, apparently satisfied with the Act, has renewed and only slightly modified it since—in 1968, in 1969, and in 1972. Clearly, the Act is a success, if stimulation of vocational education is a sole criterion of success. Between 1960 and 1968 the total moneys for vocational education increased in constant dollars from $269,141 to $1,144,744, an increase of 325%.[2] Moreover, by 1973, enrollments increased to over twelve million.[3] The question remains: Has the growth of vocational education taken place in accord with the Congressional intent that programs "be oriented to the job market"?[4] The answer is, largely, no.

Most vocational education takes place at the secondary level. In 1973, of 12,072,445 vocational students, 6,353,962 were enrolled in secondary schools. Of the latter 3,124,281 or 42 percent were enrolled in agriculture and home economics—programs largely useless in earning a living.[5] Moreover, although the states spent the "greatest amount of [vocational education] effort at the secondary [as distinct from the post-secondary] level,"[6] this effort could be slight indeed: In Michigan in 1970–71 only 3 percent of the secondary expenditures were for vocational education.[7] Thus it is hardly surprising that 106 of its school districts had no vocational programs[8] or that, nation-wide, only 24 percent of secondary students are enrolled in vocational programs.[9] On other counts as well, "it is difficult to make a case for expansion of high school vocational education courses."[10] Dropout rates are higher than for other curricular[11] and only half of the students or less find jobs related to their training.[12] In addition, most studies indicate that vocational education graduates show "no significant advantage . . . either in starting wages or in increase in hourly wage rates over time."[13] The best that secondary school vocational advocates can say is that these programs are "only marginally profitable"[14] or that they show "a small effect in earnings."[15]

On the other hand, community college occupational programs are more effective than high school programs. In the first place, their graduates earn more.[16] In addition, post-secondary schools are "more responsive to labor market trends."[17] Moreover, a study of student attitudes toward vocation education indicates that these attitudes are healthier at the post-secondary level than at the high school level.[18] Success is reflected in soaring enrollments: 1,349,731 in 1973,[19] a figure which represents 44 percent of all community college students.[20]

The Bureau of Occupational Education projects this to increase to over three million by 1978,[21] or one-third of the total gainful occupational enrollment in the United States. Some estimates go as high as six million or more in 1980.[22] This record of success has led one investigator to recommend that community colleges "become a key integrative agency in a newly designed vocational and manpower training system." [23] To another observer, "for those with options, postponement of vocational studies [until after highschool graduation] appears profitable." [24]

This success has had some effect on the Congress. In 1963, Congressman Powell, then Chairman of The Education and Labor Committee, stated that "This bill centers attention upon the training of young people during the high school years prior to their entrance into the labor market." [25] In 1968, this emphasis was changed: A 15 percent set-aside for community colleges was introduced in recognition of "the growing system of community colleges." [26] According to Senator Morse, this set-aside "redirects vocational education toward the post-secondary level." [27] Moreover, the new Bureau of Occupational Education was staffed in part by those with community college experience.[28]

However, these legislative changes have not had the desired effect: Secondary schools, whose capacity for success and leadership has yet to be demonstrated, are still in the saddle. Community colleges, with their enviable trade record, are largely ignored, especially at the state level where in in 10 states the 15 percent set-aside has been ignored in state agencies "whose leaders' primary experience and outlook is in secondary level vocational education." [29] In fact, in 29 states all vocational education—including postsecondary—is run by the K–12 agency.[30]

The facts reported here are well documented, but not well-known because federal data has for twelve years obscured rather than illuminated the truth. State agencies have found adequate, followup response rates "as low as 36 percent." [31] Many observers find federal data on budgets, enrollments, staffing patterns and facilities questionable, inaccurate or incomplete.[32] The area of costs shows a particularly flagrant disregard for reality. Federal expenditures data indicates that community college programs at an average of $625 are twice as expensive as secondary programs.[33] In reality, responsible studies indicate that on the average community college programs cost about 85 percent of secondary programs.[34]

There is no easy solution to these problems, which are clear for the first time in the history of this legislation. However, HR 3036, presently before the Committee, is a long step toward solution. It provides:

(a) A 40 percent set-aside for community colleges;

(b) A 20 percent set-aside to be allocated by a State Allotment Board with adequate community college representation;

(c) A community college occupational unit at the federal level with real duties and real funding power.

HR 3036 does not provide for a separate community college occupational education administrative unit at the state level, although such units would help vocational education greatly. The bill also does not provide for more rigorous data collection accompanied by frequent and stringent audits. Still, HR 3036 is a fine bill, worthy of support and passage.

FOOTNOTES

[1] *Congressional Record*, (August 6, 1963), 14261–62 and (October 8, 1963), 18986.

[2] *Digest of Educational Statistics* (Washington, D.C.: Government Printing Office, 1969), Table 76, p. 56.

[3] Vocational Education Information No. 1 Summary Data: Vocational Education: Fiscal Year, 1973. U.S. Department of Health, Education and Welfare, Office of Education, Bureau of Occupational and Adult Education, Division of Vocation and Technical Education, Washington, D.C. 20202, p. 1.

[4] *Congressional Record* (August 6, 1963), 14266.

[5] See Footnote 3.

[6] "Training America's Labor Force: Potential, Progress, and Problems of Vocational Education" Report of the General Accounting Office, submitted October 18, 1972. *Reports on the Implementation of the Vocational Education Amendments of 1968*. General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, November, 1973, Vol. 2, p. 977.

[7] "Training America's Labor Force," p. 976.

[8] "Training America's Labor Force," pp. 975–76.

[9] "Training America's Labor Force," p. 975.

[10] Beatrice G. Reubens, "Vocational Education: Performance and Potential: Evidence Lacking that High School Courses Result in Job, Wage Gains," *Manpower*, vol. 6 no. 7 (July, 1974) p. 28.

[11] David Rogers, "Vocational and Career Education: A Critique and Some New Direction," *Teachers College Record*, vol. 74, n. 4 (May, 1973), p. 485.

[12] Patricia Marshall, "Vocational Education Today," *Manpower*, vol. 4, n. 11 (November, 1972), 6; see also Ruebens, p. 24 and Rogers, p. 485.

[13] Ruebens, 25.

[14] Arthur J. Corazzini, "The Decision to Invest in Vocational Ed: An Analysis of Costs and Benefits," *Journal of Human Resources*, vol. 2 (supplement, 1968), p. 120.

[15] Rueben, 28.

[16] Rueben, p. 25.

[17] Marshall, p. 8.

[18] William P. Anthony and Robert C. Milljus, "Tech Ed Rates High on Responsiveness," *American Vocational Journal*, vol. 49, n. 4 (April, 1974), pp. 40–42.

[19] Vocational Education Information No. ', p. 1.

[20] From testimony of Peter Masiko in "Testimony on Vocational Education for the General Subcommittee on Education." Committee on Education and Labor. United States House of Representatives. August 13, 1974, p. 1.

[21] Vocational Education Information No. II. Trends in Vocational Information: Fiscal Year 1973, p. 5.

[22] Rogers, p. 478.

[23] Rogers, p. 497–98.

[24] Ruebens, p. 28.

[25] *Congressional Record* (August 6, 1963), 14261.

[26] *Congressional Record* (October 3, 1968), 29477.

[27] *Congressional Record* (Oct. 1, 1968), 29013.

[28] Public Law 92-318, pp. 87–88.

[29] "Testimony," p. 7.

[30] "Testimony," p. 6.

[31] "Training America's Labor Force," p. 984.

[32] "Training America's Labor Force," p. 971; Rogers, 476; Ruebens, 24 and Bruce Reinhart, "Lack of Data: Planning and Evaluation Bottleneck," *American Vocational Journal*, vol. 46 n. 3 (March, 1971), p. 38.

[33] Vocational Education Information No V. Vocational Education State-by-State Analysis of Expenditures, Enrollment, and Completions. Fiscal Year, 1973, p. 18.

[34] For community college cost analyses, see James L. Wattenbarger, Bob N. Cage, and L. H. Arney. *The Community College: Target Population, Program Costs and Cost Differentials*, National Education Finance Project. Special Study No. 6, Institute of Higher Education. University of Florida, Gainesville, Fla., June, 1970. For high school costs analyses, see Elchonan Cohn, Teh-wei Hu and Jacob J. Kaufman. *The Costs of Vocational and Nonvocational Programs: A Study of Michigan Secondary Schools.* Institute of Research on Human Resources. The Pennsylvania State University. University Park, Pennsylvania. 1972.

AIMS COLLEGE,
Greeley, Colo., February 10, 1975.

Mr. JAMES P. JOHNSON,
Colorado Representative,
Cannon House Office Building,
Washington, D.C.

DEAR MR. JOHNSON: The Occupational Division of Aims Community College has many concerns about the ramifications of H.R. 17305. The major items are the possibility of a dual State Board of Vocational Education and Occupational Education, and the suggestion the advisory committee mmebers be given administrative responsibilities.

Aims is a comprehensive community college, including an Area Vocational School at the secondary level. The complexity of dealing with two separate State Boards for funding of programs, equipment, and administration cost would be most impractical, if not impossible. Priority of courses, equipment, and instructional staff would be a constant quandary.

The financial burden of furnishing two complete staffs to work for each State Board (program planners, state supervisors, research and fiscal control personnel) would be funded at the expense of the instructional programs.

A major strength to our programs is achieved through our local advisory committees. If they become either paid or unpaid administrators, their available time for input must suffer either at the business level or educational level. Their advisory capacity would immediately be tempered by the finances available. Many of their suggestions are used to base priorities between programs, without the potential of favoritism shown in any one program. Many of the local advisory members would refuse to serve if they were responsible for the financial decisions of the programs.

It seems doubtful the persons who prepared H.R. 17305 had adequate experience in the actual operation of Community Colleges and Area Vocational Schools to recommend such changes. Good vocational education legislation is very necessary to the vocational amendments of 1975 and changes are needed. The recommendations presented by the American Vocational Association are well thought out and would be most beneficial at the local level.

The Occupational Division of Aims College would encourage you to consider our concerns at the local level just as important as the concerns at the Commission on Higher Education level.

Please contact Congressman Perkins and inform him of our concerns about this legislation.

Sincerely,

JOE MILAN,
Dean, Occupational Education.

MICHIGAN COMMUNITY COLLEGE ASSOCIATION,
Lansing, Mich., May 2, 1975.

Representative CARL D. PERKINS,
Member, House Subcommittee on Elementary, Secondary, and Vocational Education,
House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I am writing in regard to H.R. 3036 and H.R. 3037 which extend authorization of the Vocational Education Act of 1963.

Michigan's 29 public community colleges collectively offer a very comprehensive vocational-technical education program. Individually the colleges have programs designed to meet the needs of their community in terms of student aspirations and manpower requirements. The locally elected governing boards of each college are sensitive and responsive to the educational desires and needs of the citizens who authorized the Colleges by referendum and who contribute to their support by property taxes.

The Board of Directors of the Michigan Community College Association, which is comprised of one trustee designated by each governing board and the institution's chief executive officer, has considered the pending vocational education act amendments proposed by the American Association of Community and Junior Colleges and the American Vocational Association. They believe that separate recognition of/and special provisions for postsecondary vocational education programs is a constructive step forward. They are concerned, however, over the reliance being placed on state governmental agencies and the resultant controls over educational programs. It is for this reason the MCCA Board of Directors, at its January 25, 1975, regular meeting, adopted a resolution urging that Federal monies be made available to eligible colleges on a "direct-as-possible" basis with a minimum of restractions on the authority of local governing boards, that not less than 30 percent of authorized Federal dollars be set aside for public community and junior college occupational programs, that the funds be distributed by the Commisioner of Education in proportion to the the full-time equated enrollment in the college's occupational educational programs, that the state agency, i.e., 1202 State Commission, serve as a planning and advisory committee to local governing boards and that local governing boards be charged with responsibility for appointing a comprehensive advisory committee broadly and equitably representative of the community including representation from the local Comprehensive Employment Training Act planning council, to advise the board on occupational needs of the community. A copy of the Resolution adopted is attached.

It is the hope of the MCCA Board of Directors that you will support the suggestions offered for a more effective program of Federal support for postsecondary occupational programs.

Cordially,

ROBERT D. CAHOW,
Executive Secretary.

MICHIGAN COMMUNITY COLLEGE ASSOCIATION

RESOLUTION REGARDING FEDERAL FUNDING OF POSTSECONDARY OCCUPATIONAL EDUCATION PROGRAMS

Whereas, the Michigan Community College Association supports the concept of additional Federal funds to support postsecondary occupational education programs in public community and junior colleges, and

Whereas, the Michigan Community College Association strongly believes that such tax dollars should be returned to the individual colleges with a minimum of restrictions on the authority of local boards of trustees, and

Whereas, the Michigan Community College Association believes that the Federal dollars would do more to help the student if those dollars came as direct as possible to the local institution, and

Whereas, the Michigan Community College Association believes that certain provisions of present proposed Federal legislation could weaken the effective use of said funds; now therefore be it

Resolved, That the Michigan Community College Association makes the following recommendations:

1. A fixed percent of all Federal dollars should be specifically set aside for public community and junior college occupational education. The amount should not be less than 30 percent.
2. The funds should be distributed to each college by the Commissioner of Education as nearly as possible in proportion to the number of full-time equated students enrolled in that institution in occupational education programs.
3. The 1202 State Commission should serve as a planning and advisory committee to local educational institutions in order to emphasize needed programs in each local area and statewide.
4. The college governing board should appoint a comprehensive advisory committee broadly and equitably representative of that community including a representative of the local Comprehensive Employment Training Act planning council which shall advise the board regarding the occupational needs of the local community.
5. The Michigan Community College Association commends the leadership of the American Association of Community and Junior Colleges, Association of Community College Trustees, and American Vocational Association in their efforts to represent the interests of the 180,000 students in Michigan community colleges.

CALIFORNIA COMMUNITY COLLEGES,
Sacramento, Calif. February 19, 1975.

Hon. CARL D. PERKINS,
Chairman, House Labor and Education Committee,
House of Representatives,
Washington, D.C.

DEAR MR. PERKINS: On behalf of the Governors of the California Community Colleges, I'm writing to let you know that vocational education in the Community Colleges is playing an increasingly significant role in meeting community needs for employment and upgrading of persons in the labor force. As you know, HR 17305 is a vocational education bill designed primarily for Community Colleges.

The delivery of occupational programs is frequently more exepnsive than traditional academic offerings. The Community Colleges indicate the majority are most definitely in need of financial assistance to deliver these essential programs to the people of their communities.

We urge your support for the provision of allocation of funds to the colleges through state Community College governing boards in states where such boards exist and to consider seriously the benefits that will accrue to the Community Colleges through your support of this legislation. This is particularly significant in a state like California, with 100 Community Colleges and more than one million students.

Sincerely,

KING DURKEE,
Chairman, Board of Governors.

MURRAY STATE UNIVERSITY,
Murray, Ky., April 1, 1975.

Hon. CARL D. PERKINS,
Chairman, House Sub-Committee on Elementary, Secondary
and Vocational Education
House of Representatives Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I am writing to solicit your assistance in promoting legislation that will provide greater support for vocational education on the postsecondary and college levels.

It is my considered opinion that greater emphasis on occupational preparation on the postsecondary and college level is sorely needed for the following reasons:

(1) Because of the availability of federal funds, too many high school students are being pushed into vocational training programs for which they have no enduring interest and, in many cases, lack the aptitude for such training.

(2) Thousands of high school students who complete vocational courses cannot get jobs in the occupation for which they received training because of their age, immaturity, and state of unreadiness for the world of work. Thus they become disillusioned and "drift" for a considerable period of time. This is not only unfair to the students but an unwise expenditure of the tax payer's money. It would make more sense to defer specific vocational training, except for the carefully selected, until the postsecondary level when these young people the sufficiently mature to make bonafide occupational choices and then be in a better position to get jobs in the occupations for which trained.

(3) There may be some evidence of over-promoting vocational education on the high school level, especially in trade and industrial education. This may need to be looked into. Realistically, many high school students could best be served by experiences in good Industrial Arts programs (where they do not have to declare a specific occupational choice) rather than be pushed into specific trade training programs for which they do not have an enduring interest and, in many instances, for which they are unsuited.

(4) Because of the job market, maturity of individuals, and greater assurance of realistic occupational preparation generally, much specific occupational training should be deferred until the postsecondary level. Again, this is perhaps more true in trade and industrial education than in some other occupational fields.

I do, however, want to make it perfectly clear that I am not opposed to carefully conceived and properly administered vocational training programs on the high school level. In fact there is a great need for vocational education on the high school level for a portion of our young people. But it is extremely important that these high school students be most carefully screened and then given realistic occupational training that is not watered down because of intermingling with a lot of students who have no enduring interest in the program. Auto-mechanics is one good example. Nearly every vocational school or extension center has a high enrollment in auto-mechanics, yet only an extremely small percentage can get jobs in this trade. Furthermore, a large percentage of the students enrolled in these programs do so because of their interest in "hot-rods", not in auto-mechanics as a career.

It may be the proper time to establish some priorities.

Sincerely yours,

H. L. OAKLEY,
Dean, Industry and Technology.

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, MARCH 5, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 11:45 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins and Simon.

Staff members present: John F. Jennings, counsel of the Subcommittee and Charles W. Radcliffe, minority counsel.

[Text of H.R. 3037 follows:]

H.R. 3037

A BILL To amend and extend the Vocational Education Act of 1963, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Education Amendments of 1975."

AMENDMENTS TO THE VOCATIONAL EDUCATION ACT OF 1963

Sec. 2. The Vocational Education Act of 1963 is amended to read as follows:

"TITLE I—VOCATIONAL EDUCATION

"Part A—General Provisions

"DECLARATION OF PURPOSE

"Sec. 101. It is the purpose of this Act to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education and career guidance and exploration and to provide part-time employment through work study for youths who need the earnings from such employment to continue their vocational training on a full-time basis, to provide stipends to out-of-school youth and young adults, and adults who need financial assistance to obtain such education to improve their employability, so that persons of all ages in all communities of the State, those who need career guidance and exploration to make an occupational choice, those in high school and postsecondary institutions who desire to prepare for the world of work, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps, will have ready access to vocational training or retraining and career guidance and exploration which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

"STATE ADMINISTRATION

"Sec. 102. (a) Any State desiring to participate in the program authorized by this Act shall in accordance with State law designate the State Board as the sole agency for administration of a State plan for vocational education, and for the supervision of the administration of such plan by local educational agencies. Any such State shall also in accordance with State law provide that the State Board shall be the sole State agency for determining final policy for fiscal management and administration, and provide that the State Board shall adopt administrative arrangements which will provide assurances satisfactory to the Commissioner that—

"(1) the State Board may delegate responsiblity for the operation of State vocational education programs to other appropriate State agencies, but that final authority for policymaking with respect to such programs shall not be delegated to any State agency other than the State Board,

"(2) the Federal Government shall work directly with the State Board in all matters of vocational education,

"(3) the State Board shall prepare statewide planning documents in accordance with the provisions of section 108 which shall consist of plans for at least four, but no more than six years, for vocational education programs in the State, which shall be prepared on a fiscal year basis and shall be filed or updated with the Commissioner on October 1 biennially,

"(4) the State Board shall receive and distribute funds under this Act, in the State in accordance with a State plan outlining such distribution, and shall, unless otherwise provided in this Act, allocate such funds for the purposes provided in section 108 and in all sections of parts B, C, D, and E of this Act,

"(5) the State Board shall prepare an annual report on vocational education, in accordance with requirements established by the Commissioner, and shall submit such report to the Commissioner,

"(6) the State Board shall conduct annual evaluations of State and local vocational education programs, which shall include evaluation of the availability of vocational education within the State of labor force needs, of the needs of economically depressed areas, of national priorities determined by Congress, and of fiscal management,

"(7) an institution or group of institutions or a local educational agency may obtain a hearing from the State Board with respect to policies, procedures, programs, or allocation of resources under this Act established by such State Board, and

"(8) the State Board shall cooperate with the State advisory council on vocational education established under section 107.

"(b) The Commissioner shall approve any administrative arrangements which meet the requirements of subsection (a), and shall not finally disapprove any such arrangements without affording the State Board a reasonable opportunity for a hearing.

"LEADERSHIP IN VOCATIONAL EDUCATION

"Sec. 103. (a) The Commissioner shall assure that adequate staffing is available to the Bureau of Occupational and Adult Education to make certain that the responsibilities of such Bureau under subsection (b) are accomplished.

"(b) The Bureau of Occupational and Adult Education shall direct a vocational effort through a qualified professional staff to provide leadership in order to assist State vocational education agencies to expand and improve vocational education programs, which shall include providing services to the States such as—

"(1) standards of quality for all facets of vocational education;

"(2) criteria and procedures for evaluation and accountability;

"(3) monitoring specific vocational education programs;

"(4) dissemination of information about developments in applied research and curriculum in a form which will make such information readily adaptable to local vocational education programs;

"(5) development and use of a national vocational education data system;

"(6) preparation of an annual report to the President and the Congress with respect to the status, achievements, direction, and needs of vocational education in the Nation;

"(7) assisting State boards in the preparation and evaluation of, and reports concerning, the statewide planning documents required under section 102(a) (3);

"(8) developing national reviews of vocational education as evidence for the Congress that the purposes of this Act are being carried out in each of the States;

"(9) planning and conducting, either directly or through contract, national and regional workshops and symposia; and

"(10) similar services which such Bureau determines will enhance the development of vocational education in the States.

"LIMITATION

"SEC. 104. Nothing in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum program of instruction, administration, or personnel of any educational institution or school system.

"PERIODIC REVIEW OF VOCATIONAL EDUCATION PROGRAMS AND LAWS

"SEC. 105. (a) The President shall, during 1978, appoint a Panel of Consultants on Vocational Education (hereinafter referred to as the 'Panel') for the purpose of reviewing the functions of the National Advisory Council, the administration of vocational education for which funds are appropriated pursuant to this Act and other vocational education Acts, making recommendations for improvement of such administration, and reviewing the status of and making recommendations with respect to such vocational education and the Acts under which funds are appropriated.

"(b) The Panel shall be appointed by the President, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service and without regard to chapter 51 and subchapter 3 of chapter 53 of such title 5 relating to classification and general schedule pay rates, and shall consist of twelve persons who shall, to the extent possible, include persons familiar with the vocational education needs of management and labor (in equal numbers), persons familiar with the administration of State and local vocational education programs, other persons with special knowledge, experience, or qualification with respect to vocational education, and persons representative of the general public.

"(c) The Panel is authorized to engage such technical assistance as may be required to carry out its functions, and the Secretary shall, in addition, make available to the Panel such secretarial, clerical, and other assistance and such pertinent data prepared by the Department of Health, Education, and Welfare as it may require to carry out such functions.

"(d) The Panel shall make a report of its findings and recommendations (including recommendations for changes in the provisions of the vocational education Acts) to the President, such report to be submitted not later than January 1, 1980, after which date such Panel shall cease to exist. The President shall such report to the Congress.

"(e) The President shall also from time to time thereafter (but at intervals of not more than five years) appoint a Panel of Consultants on Vocational Education, with the same functions and constituted in the same manner as prescribed for the Panel in the preceding subsections of this section. Each Panel so appointed shall report its findings and recommendations, as prescribed in subsection (d), not later than January 1 of the year after the year in which it is appointed, after which date such Panel shall cease to exist.

"(f) Members of the Panel who are not regular full-time employees of the United States shall, while serving on business of the Panel, be entitled to receive compensation at rates fixed by the President but not exceeding $200 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in Government service employed intermittently.

"NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATIONAL

"SEC. 106. (a) There is hereby established a National Advisory Council on Vocational Education (hereinafter referred to as the 'National Council'), which shall continue to exist as an independent council while this Act continues in effect, consisting of twenty-one members appointed by the President, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service and without regard to chapter 51 and subchapter 3 of chapter 53 of such title 5 relating to classification and General Schedule pay rates, for terms of three years. The provisions of the Federal Advisory Committee Act and the General Education Provisions Act shall not be applicable to the National Council created under this section. The National Council shall include persons—

"(1) representative of labor and management, including persons who have knowledge of the semiskilled, skilled, and technical employment in such occupational fields as agriculture, home economics, distribution and marketing, health; trades, manufacturing, office and service industries, and persons representative of new and emerging occupational fields,

"(2) familiar with manpower problems and administration of manpower programs,

"(3) knowledgeable about the administration of State and local vocational education programs, including members of local school boards,

"(4) experienced in the education and training of handicapped persons,

"(5) familiar with the special problems and needs of individuals disadvantaged by their socioeconomic backgrounds,

"(6) having special knowledge of postsecondary and adult vocational education programs, and

"(7) representative of the general public who are not Federal employees, including parents and students, except that they may not be representative of categories (1) through (6), and who shall constitute no less than one-third of the total membership.

In appointing the Council as required in clauses (1) through (7) the President shall also insure appropriate cross-sectional representation on the basis of sex, minorities, and geography. The National Council shall meet at the call of the Chairman, who shall be selected by the President, but not less than four times a year.

"(b) The National Council shall—

"(1) advise the President, Congress, Secretary, and the Commissioner concerning the administration of, preparation of general regulations and budget requests for, and operation of, vocational education programs supported with assistance under this Act and under part B of title X of the Higher Education Act of 1965,

"(2) review the administration and operation of vocational education programs under this Act, and other pertinent laws affecting vocational education and manpower training, including the effectiveness of such programs in meeting the purposes for which they are established and operated, make recommendations with respect thereto, and make annual reports of its findings and recommendations (including recommendations for changes in the provisions of this Act and such other pertinent laws) to the President, the Congress, the Secretary, and the Commissioner, and

"(3) conduct independent evaluations of programs carried out under this Act and publish and distribute the results thereof.

"(c) Members of the National Council who are not regular full-time employees of the United States shall, while serving on business of the National Council, be entitled to receive compensation not in excess of the daily rate of a GS-18, including travel time; and, while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in Government service employed intermittently.

"(d) The Council is authorized, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service and without regard to chapter 51 and subchapter 3 of chapter 53 of such title 5 relating to classification and General Schedule pay rates, to engage such technical assistance as may be required to carry out its functions.

"(e) The National Council shall review the possible duplication of vocational education programs involving the secondary, postsecondary, and adult levels, at the Federal level, and within geographic areas, and shall make annual reports of the extent to which such duplication exists, together with its findings and recommendations, to the President, the Congress, the Secretary, and the Commissioner. In making these reports, the Council shall seek the opinions of persons familiar with vocational education and manpower training, in each State from schools, junior colleges, technical institutes and other institutions of higher education, as well as from State boards of education, State junior college boards, and State boards of higher education and persons familiar with area schools, labor, business and industry, accrediting commissions, proprietary institutions, and manpower programs. In addition, the Council is authorized to call meetings of the State councils established under section 107 in order for such State councils to provide advice to the National Council.

"(f) The National Council may accept, in the name of the Department of Health, Education, and Welfare, and employ or dispose of grants, gifts, or bequests, to carry out its responsibilities under this Act.

"(g) There is authorized to be appropriated to carry out this section not to exceed $500,000 for each fiscal year.

"STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

"SEC. 107. (a) Any State which desires to receive a grant under this Act for any fiscal year shall establish an independent State advisory council, which shall be appointed by the Governor or, in the case of States in which the members of the State board are elected, by such board, and which shall—

"(1) include as members—

"(A) at least one person familiar with the vocational needs and the problems of management in the State, and at least one person familiar with the vocational needs and problems of labor in the State, and at least one person representing State industrial and economic development agencies,

"(B) at least one person representative of postsecondary vocational schools, junior or community colleges, or other postsecondary or adult education agencies or institutions which provide programs of vocational or technical education and training,

"(C) at least one person who has special knowledge, experience, or qualifications with respect to the administration of State and local vocational education programs, but who is not currently involved in the administration of State or local vocational education programs,

"(D) at least one person familiar with programs of technical and vocational education in comprehensive secondary schools or area vocational schools,

"(E) at least one person representative of local education agencies who is involved in an administration or planning role in vocational education,

"(F) at least one person who is representative of the Manpower Service Council in the State,

"(G) at least one person representing school systems with large concentrations of persons who have special academic, social, economic, and cultural needs,

"(H) at least one person having special knowledge, experience or qualifications with respect to the special educational needs of physically or mentally handicapped persons,

"(I) at least three persons each of whom is currently employed in a business, industry, or service for which vocational education is offered to present or prospective employees,

"(J) at least one present or recent vocational education student who is not qualified for membership under any of the preceding clauses of this paragraph,

"(K) at least three persons who are lay citizens, including at least one person representative of and knowledgeable about the poor and disadvantages, and who are not qualified for membership under any of the preceding clauses of this paragraph,

"(L) at least one person having special knowledge, experience, or qualifications with respect to career development, job placement, job development, or job adjustment,

"(M) at least one person who is representative of school boards or trustees of a local education agency or public institution providing programs of vocational education; and

"(N) at least one person responsible for vocational teacher education in an institution of higher education.

"(2) include appropriate representation on the basis of sex, geography, and membership in minority groups;

"(3) advise the State board on the development of and policy matters arising in the administration of, the State plan submitted pursuant to this Act, including the preparation of long-range and annual program plans;

"(4) evaluate the statewide vocational education programs, services, and activities assisted under this Act, and publish and distribute the results thereof; and

"(5) prepare and submit through the State board to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan, and recommends such changes in such programs, services, and activities as may be warranted by the evaluations.

"(b) Not less than ninety days prior to the beginning of any fiscal year in which a State desires to receive a grant under this Act, that State shall certify the establishment of, and membership of, its State Advisory Council to the Commissioner.

"(c) Each State Advisory Council shall meet within thirty days after certification has been accepted by the Commissioner and select from among its membership a chairman. The time, place, and manner of meeting shall be as provided by State law and by the rules of the State Advisory Council, except that such rules must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.

"(d) State Advisory Councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this Act and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

"(e) From the sums appropriated pursuant to this section for any fiscal year, the Commissioner is authorized (in accordance with regulations) to pay to each State Advisory Council an amount equal to the reasonable amounts expended by it in carrying out its functions under this Act in such fiscal year, except that the amount available for such purpose shall not exceed $150,000 and shall be not less than $50,000.

"(f) There is authorized to be appropriated to carry out the provisions of this section a sum not to exceed $4,315,844 for each fiscal year.

"COMPREHENSIVE STATEWIDE PLANNING AND ACCOUNTABILITY FOR VOCATIONAL EDUCATION

"SEC. 108. (a) A State board shall have the primary responsibility for preparing comprehensive statewide plans for vocational education, and shall designate a planning group, to be responsible administratively to the head of the State board within the unit administering vocational education under such board to prepare such plans. Such plans shall be designed to provide vocational education for all people within a State and shall take into account the purposes of this Act.

"(b) A planning group established under subsection (a) shall, in formulating the plans described in subsection (a)—

"(1) consult with and obtain the assistance of other appropriate State agencies, including but not limited to the State Advisory Council established under section 107, and the State agency responsible for community college functions as described in Sec. 109(15).

"(2) actively seek advice and assistance from other appropriate groups and individuals within the State,

"(3) provide that such plans represent forward planning of not less than four years, but no more than six years, and be updated biennially, and shall submit such plans and any updating thereof to the Commissioner for his review, comment, and approval.

"(4) provide that such plans (A) include a detailed program of action involving an orderly arrangement of all aspects of vocational education within the State; (B) provide an educational framework providing that all persons leaving secondary schools within the State be prepared for meaningful, productive employment or for further educational programs which will lead to such employment; (C) provide for full utilization of postsecondary vocational education (both training and retraining); (D) provide for supplementary vocational education for adults who have entered or are reentering the labor market and are in need of training, retraining, or skills in order to achieve job stability or to advance in employment; and (E) provide preparatory instruction for adults who are entering the labor market.

"(5) provide that such plans shall be based upon a periodic analyses of the needs of people, the job market job performance, curriculum resources, research, teacher education, leadership development, program planning and review, vocational education promotion, student recruitment, career guidance and exploration, and vocational instruction, placement, followup, and evaluation, and shall take into full account national priorities, including concern for persons with special needs, and State priorities,

"(6) provide that each statewide plan, in allocating funds to serve persons with special needs, shall include provisions to deal effectively with the unique problems of urban school districts, rural areas, and special segments of the State's population, and

"(7) encourage local comprehensive planning for vocational education.

"(c) The Commissioner shall promulgate guidelines for the formulation of statewide plans to assure uniformity among the States. Statewide plans may, however, be expanded by a State beyond the limits established by the Commissioner.

"(d) Concurrently with the presentation of each biennial state plan (after the first biennial plan) a State shall issue an accountability report indicating the extent to which the State has achieved the goals indicated two years earlier.

"(e) There is authorized to be appropriated for purposes of this section a sum not to exceed $20,000,000 for each fiscal year. No State shall receive less than $100,000.

"(f) From the sums appropriated under subsection (d), the Commissioner shall make a grant to each State participating in the program authorized by this Act for purposes of preparing statewide plans under this section, in an amount which bears the same ratio to such sums as is specified in Section 132.

"DEFINITIONS

"SEC. 109. For the purposes of this Act—

"(1) The term 'vocational education' means vocational or technical training or retraining which is given in schools or clases (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or by private non-profit or proprietary schools under contract with a State Board or local educational agency, and which is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers, technicians, or subprofessionals in recognized occupations and in new and emerging occupations or to prepare individuals for enrollment in advanced technical education programs, but does not include any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional and to require a baccalaureate or higher degree; such term includes career guidance and exploration (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choices, instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; such term also includes but is not limited to agriculture, business, and office education, distributive education, health occupations, industrial arts, vocational home economics (consumer and homemaking education and occupational home economics), trade and industrial education, technical education, vocational education student organizations, job placement and followup, the training of persons engaged as, or preparing to become, teachers in a vocational education program or preparing such teachers to meet special educational needs of handicapped students, teachers, coordinators, supervisors, or directors of such teachers while in such a training program, leadership deveolpment programs designed to provide high level education for emerging leaders in vocational education, travel of students and vocational education personnel while engaged in a training program, and the acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment, but such term does not include the construction, acquisition, or initial equipment of buildings or the acquisition or rental of land.

"(2) The term 'career guidance and exploration' refers to individual or group instruction related to the development of awareness, orientation, and exploration of occupational opportunities, such as may be provided for students in elementary and secondary schools, adults in postsecondary and institutions for out-of-school youth and adults, which is designed to acquaint such persons with the many ways that people work, and which facilitates the process of choosing a career, vocation, occupation, or job which is appropriate for the person concerned. (Ignorance of available vocational opportunities can prevent access to them as effectively as restrictions rooted in racial, ethnic, or religious discrimination.)

"(3) The term 'postsecondary and adult vocational education programs' means education, training, retraining, or upgrading for persons sixteen years of age and older, who have completed, graduated, or left secondary or elementary school before graduation which are either preparatory to entering employment, or are supplementary to employment, and which may be conducted by many different kinds of institutions such as: area vocational schools, community colleges, occupational centers, junior colleges, technical institutes, adult schools, adult departments of comprehensive high schools, business or trade schools, and departments of colleges or universities that provide instruction designated by State law to be eligible to provide vocational education. Such term includes programs providing preparation for any occupation for which there is a reasonable expectation for employment, except those occupations specified by regulation by the Commissioner to be professional and to require a baccalaureate or higher degree.

"(4) The term 'area vocational education school' means (A) a specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering the labor market, or (B) a high school providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering the labor market, or (C) a technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering the labor market, or (D) the department or division of a junior college or community college which provide vocational education in no less than five different occupational fields leading to immediate employment but not leading to a baccalaureate degree, if it is available to all residents of the State or an area of the State designated and approved by the State board, and if, in the case of a school, department, or division described in (C) or (D), it admits as regular students both persons who have completed high school and persons who have left high school.

"(5) The term 'school facilities' means classrooms and related facilities (including initial equipment) and interests in lands on which such facilities are constructed. Such term shall not include any facility intended primarily for events for which admission is to be charged to the general public.

"(6) The term 'construction' includes construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and includes site grading and improvement and architect fees.

"(7) The term 'Commissioner' means the Commissioner of Education, the term 'Secretary' means the Secretary of Health, Education, and Welfare.

"(8) The term 'handicapped persons' means persons who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled or other health impaired persons who by reason thereof require special services.

"(9) The term 'disadvantaged persons' means persons who have academic, socioeconomic, or other disadvantages which prevent them from succeeding in a regular vocational education program.

"(10) The term 'State' includes in addition to the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

"(11) The term 'State board' means a State board designated or created by State law as the sole agency responsible for the administration of vocational education, and for supervision of the administration thereof by local educational agencies, in the State.

"(12) The term 'local educational agency' means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, or any other public education institution or agency having administrative control and direction of a vocational education program.

"(13) The term 'secondary vocational education' means the level of vocational education or training which does not extend beyond grade 12.

"(14) The term 'private vocational training institution' means a private nonprofit or proprietary business or trade school, or technical institution or other technical or vocational school, in any State, which (A) admits as regular students only persons who have completed of left elementary or secondary school and who have the ability to benefit from the training offered by such institution; (B) is legally authorized to provide, and provides within that State, a program of vocational or technical education designed to fit individuals for useful employment in recognized occupations; (C) has been in existence for two years or has been specially approved by the Commissioner as an institution meeting the other requirements of this subsection; and (D) is accredited (i) by a nationally recognized accrediting agency or association listed by the Commissioner pursuant to this clause, or (ii) if the Commissioner determines that there is no nationally recognized accrediting agency or association qualified to accredit schools of a particular category, by a State agency listed by the Commissioner pursuant to this clause, or (iii) if the Commissioner determines that there is no nationally recognized or State agency or association qualified to accredit schools of a particular category, by an advisory committee appointed by him and composed of persons specially qualified to evaluate training provided by schools of that category, which committee shall prescribe the standards of content, scope, and quality which must be met by those schools and shall also determine whether particular schools meet those standards. For the purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations and State agencies which he determines to be reliable authority as to the quality of education or training afforded.

"(15) The term 'community college' means any junior college, postsecondary vocational school, technical institute, or any other educational institution (which may include a four-year institution of higher education or a branch thereof) in any State which: (A) is legally authorized within such State to provide a program of education following secondary education; (B) admits as regular students persons who are high school graduates or the equivalent, or who are beyond compulsory school age; (C) provides a two-year postsecondary educational program leading to an associate degree, or provides acceptable credit toward a bachelor's degree, and also provides programs of postsecondary vocational, technical, occupational, and specialized education; (D) is a public or private institution; (E) is accredited as an institution by a nationally recognized accrediting agency or association, or if not so accredited, (i) is an institution that has obtained preaccreditation status from a nationally recognized accrediting body, or (ii) is an institution whose credits are accepted on transfer, by not less than three accredited institutions, for credit on the same basis as if transferred from an institution so accredited.

"(16) The term 'residential school facility' means a school facility used for residential vocational education purposes. Such term also includes dormitory, cafeteria, and recreational facilities, and such other facilities as the Commissioner determines are appropriate for a residential vocational education school.

"(17) The term 'operation of residential school' used for the purpose of a residential school facility means maintenance and operation, and includes the cost of salaries, equipment, supplies, and materials, and may include but is not limited to other reasonable costs of services and supplies needed by residential students, such as clothing and transportation.

"(18) The term 'industrial arts education programs' means those education programs (A) which pertain to the body of related subject matter, or related courses, organized for the development of understanding about recreational, organizational, managerial, technical, consumer, occupational, social, historical, and cultural aspects of industry and technology including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and using tools, machines, materials, and processes; (B) which provide opportunities for creativity and problem solving and assisting individuals in the making of informed and meaningful occupational choices; and (C) prepare students for entrance into advanced or highly skilled postsecondary vocational and technical education.

"(19) The term 'programs involving education and training outside the classroom' includes (A) cooperative vocational education programs, which are programs of vocational education for persons who, through a cooperative arrangement between the school and employers, receive instruction (including required academic courses and related vocational instruction) by the alternation of study in school with a job in any occupational field, in which these two experiences must be planned and supervised by the school and employers so that each contributes to the student's education and to his employability, and in which work periods and school attendance may be on alternate half-days, full days, weeks, or other periods of time, (B) exploratory work experience programs, which are programs which provide students with the opportunity to observe and sample systematically a variety of work conditions in order to determine whether they wish to pursue certain careers and to ascertain their suitability for occupations being explored, the purpose of which is not to develop salable skills, and which are supervised by a teacher-coordinator and occupational representatives, (C) general work experience programs which are programs whose purpose is the supervised part-time employment of students in order to assist them in acquiring desirable work habits for and attitudes toward the world of work, in which the part-time job held by a student need not be related to his occupational objective, and which are supervised by a teacher-coordinator and an occupational representative, (D) work study programs which are programs designed to provide financial assistance, through part-time employment, to students who have been accepted for full-time enrollment in vocational education programs and require such aid in order to continue in vocational training, in which the part-time employment is based on the financial need of the student and is not necessarily related to his career objective, and (E) entrepreneurship and ownership-partnership activities which are a part of programs of vocational education approved under provisions of the State plan, which provide for proper State or local administration and supervision, and which require the active assistance of professional staff in the field through planned activities and supplemental instruction in order to reduce failures during the course of such activities.

"(20) The term 'nonpublic school' means a school established by an individual, institution, or agency other than the State, subdivisions of the State, or the Federal Government, which usually is supported primarily by other than public funds, and the operation of whose program rests with other than publicly elected or appointed officials.

"(21) The term 'vocational home economics education' (consumer and homemaking education and occupational home economics education) means instructional programs, services, and activities at all educational levels for (A) the occupation of homemaking including, but not limited to, consumer education; food and nutrition; family living and parent education; child development, care, and guidance; housing and home furnishings; home management; clothing and textiles; and, (B) employment in home ecoonmics occupations in the above areas. Such programs, services, and activities are designed to help individuals and families improve home environments, quality of personal and family life and to prepare youth and adults for employment in home economics occupations.

"(22) (A) The term 'preparatory' means education and training that is preparatory to employment, such as vocational education programs provided in the high school for inschool students, and programs in postsecondary and adult vocational education which provide instruction leading to the first employment of an individual.

"(B) The term 'supplementary' means education and training which is supplementary to employment of an individual, such as instruction provided for an employed skilled craftsman (or unemployed skilled craftsman) which is designed to supplement existing skills and knowledge for the purpose of upgrading and updating such persons in order that they may compete more effectively in the labor market, or otherwise advance in their occupational area.

"PART B—CAREER GUIDANCE AND EXPLORATION

"STATEMENT OF PURPOSE

"SEC. 121. It is the purpose of this part to implement an additional portion of the career education concept in which vocational education can play an important role. As a process, career education includes career awareness, career exploration, career decisionmaking, career planning, career preparation, career entry, and career progression. Vocational education's prime mission is career preparation and career progression. To carry out this mission, vocational education needs a comprehensive career guidance and exploration effort. Thus, this part is intended to provide support for those parts of career education particularly crucial to the total mission of vocational education.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 122. There are authorized to be appropriated for purposes of this part $59,635,000 for the fiscal year ending June 30, 1976, $74,545,000 for the fiscal year ending September 30, 1977, $89,455,000 for the fiscal year ending September 30, 1978, $104,350,000 for the fiscal year ending September 30, 1979, and $119,270,000 for the fiscal year ending September 30, 1980.

"AUTHORIZATION OF GRANTS

"SEC. 123. (a) From the sums appropriated under section 122, the Secretary shall make grants to each State which has administrative arrangements approved under section 102 for career guidance and exploration. A grant under this section to any State shall be administered by the State board, and shall be in an amount which bears the same ratio to the total amount of the sums appropriated under section 122 as is specified in section 132.

"USES OF FEDERAL FUNDS

"SEC. 124. Grants to States under this part may be used for the following purposes:

"(1) Preservice and inservice personnel development to adequately prepare teachers, paraprofessionals, guidance personnel, administrators, coordinators, supervisory personnel, and parents in concepts of career awareness, orientation, exploration, and decisionmaking and planning, and vocational counseling, with priority placed upon preparing personnel to (A) develop and implement for students in grades one through ten career awareness, orientation, and exploration programs, (B) develop and implement for students in grades eleven through fourteen, and for students in adult programs, career planning, and decisionmaking programs, (C) fuse career awareness, orientation, exploration, planning and decisionmaking concepts into each academic and vocational curriculum area, (D) provide leadership for vocational guidance and exploration programs at the local level, (E) develop and implement community observation, and work experience for junior and senior high school students, and (F) provide followthrough counseling and job placement assistance not otherwise covered in part D to early school dropouts.

"(2) Acquisition and development of curriculum materials, equipment purchase, and resource development to support prevocational instruction in grades one through fourteen, and in adult education programs, with priority placed upon (A) developing and obtaining materials and equipment for career centers and for exploration activities in secondary and postsecondary schools, (B) developing and disseminating brochures, booklets, briefs and catalogs to orient students to opportunities available through secondary and postsecondary and adult vocational education, (C) developing and disseminating brochures, booklets, and briefs that provide all persons in all communities with information about occupations, occupational clusters, and occupational projected demands at the local, State, and national levels, (D) developing and obtaining curriculum materials for career awareness and exploration activities, for career orientation, decisionmaking and planning courses, and for fusing career oriented activities and content into each curriculm area, (E) developing and obtaining student assessment material and equipment, and (F) maximizing the integration of vocational instructional areas into the prevocational curriculum development effort.

"(3) Services related to career center operation, occupational materials handling, and supplemental assistance for prevocational program activities, with priority placed upon (A) new vocational guidance and exploration programs, including the development and implementation of career awareness, orientation, and exploration courses, career decisionmaking and planning courses, and related services, including vocational counseling, (B) extended-year employment and released time to staff to implement internship program for students in work settings related to different academic disciplines and the students' tentative career choices, summer community work experience programs, and in-depth exploration and career planning courses for students with special needs, (C) travel for students and staff to participate in observation and work experience activities in the community, (D) exchange programs between schools and the business and industrial community, and (E) pilot and demonstration projects, including related research, to promote the concepts of vocational guidance and exploration at all educational levels, including those not otherwise covered in this part.

"PART C—VOCATIONAL EDUCATION PROGRAM SUPPORT

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 131. (a) There are authorized to be appropriated $842,500,000 for the fiscal year ending June 30, 1976, $916,025,000 for the fiscal year ending September 30, 1977, $989,520,000 for the fiscal year ending September 30, 1978, $1,063,000,000 for the fiscal year ending September 30, 1979, and $1,136,600,000 for the fiscal year ending September 30, 1980, and each succeeding fiscal year for the purposes of this part.

"ALLOTMENTS AMONG STATES

"SEC. 132. (a) (1) From the sums appropriated pursuant to section 131 the Commissioner shall first reserve an amount, not to exceed $5,000,000 in any fiscal year, for joint sponsorship with the Secretary of Labor to finance (upon terms and conditions mutually satisfactory to the Commissioner and the Secretary of Labor) a national system to project manpower supply and demand data for the use and guidance of Federal, State, and local officials, and of advisory councils charged with responsibilities under this Act.

"(2) The remainder of the sums appropriated pursuant to section 131 shall be allotted among the States on the basis of the number of persons in the various age groups needing vocational education and the per capita income in the respective States as follows: The Commissioner shall allot to each State for each fiscal year—

"(A) an amount which bears the same ratio to 50 per centum of the sums being allotted, as the product of the population aged fifteen to nineteen, inclusive, in the State in the preceding fiscal year and the State's allotment ratio bears to the sum of the corresponding products for all the States; plus

"(B) an amount which bears the same ratio to 20 per centum of the sums being allotted, as the product of the population aged twenty to twenty-four, inclusive, in the State in the preceding fiscal year and the State's allotment ratio bears to the sum of the corresponding products for all the States; plus

"(C) an amount which bears the same ratio to 15 per centum of the sums being allotted, as the product of the population aged twenty-five to sixty-five, inclusive, in the State in the preceding fiscal year and the State's allotment ratio bears to the sum of the corresponding products for all the States; plus

"(D) an amount which bears the same ratio to 15 per centum of the sums being allotted, as the sum of the amounts allotted to the State under subparagraphs (A), (B), and (C) for such years bears to the sum of the amounts allotted to all the States under paragraphs (A), (B), and (C) for such year.

"(b) The amount of any State's allotment under subsection (a) for any fiscal year which is less than $10,000 shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments to each of the remaining States under such subsection, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(c) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year for carrying out the program for which such amount has been allotted shall be available, from time to time, for reallotment, on such dates during such year as the Commissioner shall fix, on the basis of criteria established by regulation, first among programs authorized by other parts of this Act within that State and then among other States. Any amount reallotted to a State under this subsection for any fiscal year shall remain available for obligation during the next succeeding fiscal year and shall be deemed to be part of its allotment for the year in which it is obligated.

"(d) (1) The allotment ratio for any State shall be 1.00 less the product of—

"(A) 0.50, and

"(B) the quotient obtained by dividing the per capita income for the State by the per capita income for all the States (exclusive of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (i) the allotment ratio in no case shall be more than 0.60 or less than 0.40, and (ii) the allotment ratio for Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands shall be 0.60.

"(2) The allotment ratios shall be promulgated by the Commissioner for each fiscal year between October 1 and December 30 of the preceding fiscal year. Allotment ratios shall be computed on the basis of the average of the appropriate per capita incomes for the three most recent consecutive fiscal years for which satisfactory data are available.

"(3) The term 'per capita income' means, with respect to a fiscal year, the total personal income in the calendar year ending in such year, divided by the population of the area concerned in such year.

"(4) For the purposes of this section population shall be determined by the Commissioner on the basis of the latest estimates available to him.

"STATE VOCATIONAL EDUCATION PROGRAMS

"SEC. 133. (a) From the sums made available under section 132, the Commissioner shall make grants to each State which has administrative arrangements approved under section 102 for vocational education programs.

"(b) Grants under this section may be used by any such State for such programs in such proportions as the State board determines, in accordance with the comprehensive statewide plans of such State established under section 108, which may include the following:

"(1) (A) vocational education programs for high school students, including such programs which are designed to prepare them for advanced or highly skilled postsecondary vocational and technical education;

"(B) vocational education for persons who have completed or left high school and who are available for study in preparation for entering the labor market;

"(C) vocational education for persons who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment;

"(D) (i) vocational education for persons (other than handicapped persons defined in section 109(8)) who have academic, socioeconomic, or other disadvantages which prevent them from succeeding in the regular vocational education program;

"(ii) vocational education for handicapped persons who because of their handicapping condition cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program;

"(E) construction of area vocational education school facilities;

"(F) provision of vocational training through contractual arrangements with private nonprofit and proprietary schools where such private schools can make a significant contribution to attaining the objectives of the comprehensive statewide plans established under section 108, and can provide substantially equivalent training at a lesser cost, or can provide equipment or services not available in public institutions; and

"(G) services and activities not included in other parts of this Act to assure quality in all vocational education programs, such as program evaluation and coordination, development of instructional materials, construction and equipment not elsewhere provided, and State and local administration and leadership, including periodic evaluation of State and local vocational education programs and services in the light of information regarding current and projected manpower needs and job opportunities;

"(H) vocational education student organization;

"(2) use of such grants by State boards, colleges, and universities, and, with the approval of the appropriate State board, by public educational agencies, organizations, and institutions for the construction, equipment, and operation of residential schools to provide vocational education (including room, board, and other necessities) for youths, at least fifteen years of age and less than twenty-one years of age at the time of enrollment, who need full-time study on a residential basis in order to benefit fully from such education. In allocating such grants for such purposes, the State board shall give special consideration to the needs of large urban areas having substantial numbers of youths who have dropped out of school or are unemployed and shall seek to attain, as nearly as practicable in the light of the purposes of this section, an equitable geographical distribution of such schools.

"(3) educational programs which encourage home economics to give greater consideration to social and cultural conditions and needs, especially in economically depressed areas, which encourage preparation for professional leadership, which are designed to prepare youths and adults for the role of homemaker, or to contribute to the employability of such youths and adults in the dual role of homemaker and wage earner, which include consumer education, and which are designed for persons who have entered, or are preparing to enter, the work of the home.

"(4) programs for cooperative vocational education, for which a State shall submit to the Commissioner through the State board, as a part of the comprehensive statewide plans of such State established under section 108, a plan which shall set forth policies and procedures to be used by the State board in establishing cooperative programs through local educational agencies with participation of public and private employers. Such policies and procedures must give assurance that—

> "(A) funds will be used only for developing and operating cooperative programs as defined in section 109(19)(A) which provide training opportunities that may not otherwise be available and which are designed to serve persons who can benefit from such programs;
>
> "(B) necessary procedures are established for cooperation with employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for persons who enroll in cooperative programs;
>
> "(C) provision is made for reimbursement of added costs to employers for on-the-job training of students enrolled in cooperative programs, provided such on-the-job training is related to existing career opportunities susceptible of promotion and advancement and does not displace other workers who perform such work; and
>
> "(D) ancillary services and activities to assure quality in cooperative programs are provided for, such as preservice and in-service training for teacher coordinators, supervision, curriculum materials, and evaluation.

The Commissioner shall approve a State plan under this paragraph which fulfills the conditions specified above.

"(c) Fifteen per centum of the total funds granted to each State under this part must be used exclusively for disadvantaged students as defined in section 109(9); of the remaining funds, 10 per centum must be used exclusively for the benefit of handicapped persons as defined in section 109(8), except that moneys used specifically for disadvantaged and handicapped programs under the provisions of part D or part E of this Act may be considered for purposes of the requirement of this subsection.

"(d) At least 30 per centum of the total funds granted to each State under this part shall be used for postsecondary and adult education programs, both preparatory and supplementary.

"Part D—Vocational Education Program Services

"AUTHORIZATION OF GRANTS

"Sec. 141. From the sums appropriated under sections 142, 144, and 145 the Secretary shall make grants to each State which has administrative arrangements approved under section 102, in an amount which bears the same ratio to the total amount of such sums as is specified in Section 132 for purposes of carrying out the purposes of each such section. Each such State shall allocate the sums it receives under these sections among programs under such sections in such a manner as to insure that the purposes of each such section are carried out.

"TEACHER EDUCATION

"Sec. 142. (a) Grants under this part may be used by States, either directly or through contract with educational institutions, for programs of vocational teacher education, including education of teachers, coordinators, supervisors, counselors, and administrators of vocational education, which may include—

"(1) preservice education, to be coordinated by the appropriate State agency or by an educational institution designated by the State, which shall include provisions for occupational testing, where appropriate, and for other testing, in order to assist vocational educators to assess their competence in relation to their educational role, and for other general assistance which will aid in development of vocational educators competent in both subject matter and in the theory and practice of teaching and learning, and

"(2) inservice education, which shall include education to maintain technical occupational competence and education to maintain professional educational competence, and which shall be offered throughout the year, at locations convenient to vocational educators.

"(b) There are authorized to be appropriated for purposes of this section $55,000,000 for the fiscal year ending June 30, 1976, $61,000,000 for the fiscal year ending September 30, 1977, $67,000,000 for the fiscal year ending September 30, 1978, $74,000,000 for the fiscal year ending September 30, 1979, and $81,000,000 for the fiscal year ending September 30, 1980.

"PLACEMENT AND FOLLOWUP

"Sec. 144. (a) Grants under this part may be used by States for programs providing placement services for persons who successfully complete vocational education programs, to be carried out by local educational agencies, and by the appropriate State educational agency, and providing follow-up efforts in order to evaluate the success of vocational education programs in the State.

"(b) There are authorized to be appropriated for purposes of this section $24,000,000 for the fiscal year ending June 30, 1976, and for each succeeding fiscal year through September 30, 1980.

"STUDENT SUPPORT

"Sec. 145. (a) Grants under this part may be used by States for programs to provide partial support for students entering vocational education programs assisted under part C which may include—

"(1) work-study programs, in which no student shall be employed for more than fifteen hours in any week in which classes in which he is enrolled are in session, nor for compensation which exceeds $1,200 in any fiscal year, and in which students are employed by public or private nonprofit agencies at work which is related, if possible, to the area of vocational education which such student is studying, and

"(2) stipends for students who have acute economic responsibilities which cannot be met under a work-study program, in which stipends to such students of at least $85 per week per student are provided.

"(b) There are authorized to be appropriated for purposes of this section $381,910,000 for the fiscal year ending June 30, 1976, $468,375,000 for the fiscal year ending September 30, 1977, $554,850,000 for the fiscal year ending September 30, 1978, $641,325,000 for the fiscal year ending September 30, 1979, and $727,800,000 for the fiscal year ending September 30, 1980.

"LEADERSHIP DEVELOPMENT AWARDS

"SEC. 143. (a) In order to meet the need in all the States for qualified vocational education personnel with high potential to advance to policymaking and leadership positions in vocational education, the Commissioner shall make available three-year (36 consecutive month) leadership development grants in accordance with the provisions of this section only upon his determination that—

"(1) persons selected for awards are eligible for admission as graduate students in an approved program of higher education, and

"(2) persons selected for awards have had not less than two years of professional experience in vocational education or in business and industry or in military technical training, or two years of research experience in a social science which is applicable to vocational education, and

"(3) persons receiving such awards are currently employed or are qualified for employment in vocational education and have successfully completed, at a minimum, a master's degree program, and

"(4) persons selected for awards are recommended by their employer, or others, as having leadership potential in the field of vocational education.

"(b) (1) The Commissioner shall pay to persons selected for leadership development awards under this section such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs, but not less than $4,400 per person per academic year or its equivalent and $800 per person per summer session or its equivalent, with a dependent allowance of $600 per person per academic year or its equivalent and $100 per person for each dependent per summer session or its equivalent.

"(2) The Commissioner shall, in addition to the stipends paid under paragraph (1), make grants to the institution of higher education at which such person is pursuing his course of study in such amounts as the Commissioner determines to be consistent with the prevailing practices under comparable federally supported programs, which shall not exceed $4,500 per person per academic year or its equivalent, and $1,000 per person per summer session or its equivalent, but any amount charged such person for tuition and nonrefundable fees and deposits shall be deducted from the amount payable to an institution of higher education under this paragraph. Any funds from grants under this paragraph which remain after deducting normal tuition, fees, and deposits attributable to such student, shall be used by the project director for the program in leadership development for vocational education for such institution for the purpose of (A) enriching the educational experience of students receiving grants under this section through internships and other involvement with the ongoing program of vocational education in school districts and in State educational agencies, or through other activities determined by such director to be appropriate as leadership experience, and (B) providing part-time assistants for such director administering such leadership development program.

"(c) The Commissioner shall approve the vocational education leadership development program of an institution which has demonstrated previous experience in graduate vocational education and has submitted an application only upon finding that—

"(1) such institution offers a graduate program in vocational educational education at the doctoral level, with adequate supporting services and disciplines such as educational administration, guidance and counseling, research, and curriculum development, and

"(2) such program is designed to substantially further the objective of improving vocational education through providing opportunities for flexible and individualized graduate training of vocational education teachers, supervsors, and administrators, and of university level vocational education teacher educators and researchers, and

"(3) such program is conducted by a school of graduate study in such institution, and

"(4) such program is approved by the State board in the State in which such institution is located.

"(d) Persons receiving leadership awards under this section shall continue to receive the payments provided under subsection (b) only during such periods as the Commissioner finds that they are maintaining satisfactory proficiency in, and devoting the full-time to, study or research in the field of vocational education in an institution of higher education, and are not engaging in gainful employment, other than part time employment, by such institution or with the approval of such institution, in teaching, research, or similar occupations approved by the Commissioner.

"(e) There are authorized to be appropriated for purposes of this section $5,120,00 for the fiscal period ending June 30, 1976, $5,120,000 for the fiscal year ending September 30, 1977, $5,120,000 for the fiscal year ending September 30, 1978, $5,120,000 for the fiscal year ending September 30, 1979, and $5,120,000 for the fiscal year ending September 30, 1980.

"(f) From the amounts appropriated under subsection (e), the Commissioner shall make awards under subsection (b) to four hundred persons, to be selected by the various States, who shall be accepted for admission as graduate students in an approved program of higher education not less than nine months in advance of the starting date of such program. Such grants shall be made for study at not more than twenty institutions approved by the Commissioner, which offer a graduate program with a specialty in vocational education. Such grants shall be apportioned equitably among the States, taking into account such factors as the State's vocational education enrollments, and the incidence of youth unemployment and school dropouts in the State.

"PART E—APPLIED RESEARCH, CURRICULUM DEVELOPMENT, DEMONSTRATION PROGRAMS, AND LEADERSHIP DEVELOPMENT

"RESEARCH AND TRAINING IN VOCATIONAL EDUCATION

"SEC. 151. (a) From 50 per centum of the sum available for purposes of this section, the Commissioner is authorized to make grants and contracts for projects of significance to the Nation to institutions of higher education, public and private agencies and institutions, State boards, and, with the approval of the appropriate State board, to local educational agencies in that State, except that no grant may be made other than to a nonprofit agency or institution, for the purposes set forth in subsection (c), and for support for a national center or centers for research and development in vocational education independent of the Federal Government.

"(b) From the remaining 50 per centum of the sums available for purposes of this section, the Commissioner shall make grants to each State which has administrative arrangements approved under section 102 in an amount which bears the same ratio to the total amount of such sums remaining as the population of such State bears to the total population of all such States. Such grants shall be used by a State, in accordance with its statewide plans under section 108, for the costs of the State research coordination unit, and for grants to colleges and universities, and other public or nonprofit private agencies and institutions, and local educational agencies, and contracts with private agencies, organizations, and institutions for programs and projects for (1) research and training programs, (2) experimental, developmental, or pilot programs, (3) diffusion and implementation activities designed to meet the special vocational needs of youths, particularly youths in economically depressed communities who have academic, socioeconomic, or other handicaps which prevent them from succeeding in the regular vocational education programs, and (4) the dissemination of information and implementation of products derived from such programs or from research and demonstrations in the field of vocational education, which have been recommended by the State research coordination unit or by the State advisory council established under section 107.

"(c) Funds available under subsection (a) may be used for—

"(1) research in vocational education;

"(2) national institutes, symposia, or other activities designed to familiarize persons involved in vocational education with research findings and successful pilot and demonstration projects in vocational education;

"(3) experimental, developmental, and pilot programs and projects designed to test the effectiveness of research findings;

"(4) demonstration and dissemination projects;

"(5) diffusion of information and products;

"(6) projects in the development of new careers and occupations, such as (A) research and experimental projects designed to identify new careers in such fields as mental and physical health, crime prevention and correction, welfare, education, municipal services, child care, and recreation requiring less training than professional positions and projects to delineate within such careers roles with the potential for advancement from one level to another; (B) training and development projects designed to demonstrate and diffuse improved methods of securing the involvement, cooperation, and commitment of both the public and private sectors toward the end of achieving greater coordination and more effective implementation of programs for the employment of persons in the fields described in clause (A), including programs to prepare professionals (including administrators) to work effectively with aides; and (C) projects to evaluate the operation of programs for the training, development, and utilization of vocational education.

"(d) A grant or contract under subsection (a) may be made upon application to the Commissioner at such time, in such manner, and containing such information as the Commissioner deems necessary. Such application shall contain—

"(1) a description of the nature, duration, purpose, and plan of the project;

"(2) the qualifications of the principal staff who will be responsible for the project; and

"(3)a detailed justification of the amount of grant funds requested.

The Commissioner may not approve an application until such application has been reviewed by a panel of experts who are not employees of the Federal Government. The Commissioner shall pay to each applicant with an application approved under this subsection the amount expended in accordance with such application.

"(e) There are authorized to be appropriated for purposes of this section $40,000,000 for the fiscal year ending June 30, 1976, $44,000,000 for the fiscal year ending September 30, 1977, $48,000,000 for the fiscal year ending September 30, 1978, $52,000,000 for the fiscal year ending September 30, 1979, and $56,000,000 for the fiscal year ending September 30, 1980. Notwithstanding any other provision of law unless enacted expressly in limitation of the provisions of this sentence, sums made available from sums appropriated under this subsection for purposes of grants or contracts under subsection (a) shall remain available until expended.

"(f) No State shall receive less than $25,000 for any fiscal year from grants under subsection (a) and subsection (b).

"CURRICULUM DEVELOPMENT

"SEC. 152. (a) The Congress finds that curriculum development is complicated by the diversity of occupational objectives, variations due to geography, difference in educational levels and types of programs, and by the wide range of occupations. It is therefore the purpose of this section to enable the Commissioner to provide appropriate assistance to State educational agencies in the development of curriculums for new and changing occupations, and to coordinate improvements in, and dissemination of, existing curriculum materials, to provide assistance to national vocational education curriculum centers, to conduct special curriculum projects in selected school districts, and to sponsor national curriculum workshops and symposia; and to enable the States to provide attention to instate curriculum needs in vocational education for ongoing and expanding vocational education programs.

"(b) There are authorized to be appropriated $20,000,000 for the fiscal year ending June 30, 1976, and for each of the four succeeding fiscal years, for purposes of this section.

"(c) (1) Fifty per centum of the sums appropriated under subsection (b) shall be used by the Commissioner after consultation with the appropriate State agencies and the National Council, to make grants to or contracts with colleges or universities, State boards, and other public or nonprofit private agencies and institutions, or contracts with public or private agencies, organizations, or institutions—

"(A) to promote the development and dissemination of vocational education curriculum materials for use in teaching occupational subjects, including curriculums for new and changing occupational fields;

"(B) to implement such curriculums in programs of vocational and technical education;

"(C) to coordinate efforts of the States in the preparation of curriculum materials and prepare currents lists of curriculum materials available in all occupational fields;

"(D) to survey curriculum materials produced by other agencies of government, including the Department of Defense;

"(E) to evaluate vocational-technical education curriculum materials and their uses;

"(F) to train personnel in curriculum development; and

"(G) to prepare teachers and administrators in the use of curriculum materials developed under this subsection.

"(2) From the remainder of such sums, the Commissioner shall grant to each State which has administrative arrangements approved under section 102, to meet vocational educational curriculum needs within such State, an amount which bears the same ratio to such remainder as the population of such State bears to the total population of all such States.

"(3) For purposes of this subsection, the term 'curriculum' means a plan for a teaching and learning program which includes objectives, subject matter context, learning experiences, and teaching strategies, teaching aids, and means of evaluation, and the term 'curriculum materials' includes curriculum guides for teachers and administrators, and student materials for learning situations in vocational education programs, to prepare students for employment at the entry level or to upgrade the occupational competence of students who have been previously employed or who are currently employed in any occupational field.

"(d) Notwithstanding any other provision of law, unless enacted expressly in limitation of the provisions of this subsection, funds appropriated under subsection (b) shall remain available until expended.

"EXEMPLARY PROGRAMS AND PROJECTS

"Sec. 153. (a) The Congress finds that it is necessary to reduce the continuing seriously high level of youth unemployment by developing means for giving the same kind of attention as is now given to the college preparation needs of those young persons who go on to college, to the preparation needs of the two out of three young persons who end their education at or before completion of the secondary level, too many of whom face long and bitter months of job hunting or marginal work after leaving school. It is therefore the purpose of this section to stimulate, demonstrate, and diffuse, through Federal financial support, new ways to create a bridge between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation, and to promote cooperation between public education and manpower agencies.

"(b) There are authorized to be appropriated to carry out this section $20,000,000 for the fiscal year ending June 30, 1976, $30,000,000 for the fiscal year ending September 30, 1977, $40,000,000 for the fiscal year ending September 30, 1978, $50,000,000 for the fiscal year ending September 30, 1979, and $75,000,000 for the fiscal year ending September 30, 1980.

"(c) (1) From 50 per centum of the sums appropriated under subsection (b), the Commissioner is authorized to make grants to or contracts with State boards and local educational agencies for the purpose of stimulating and assisting in the development, establishment, and operation of programs and projects designed to carry out the purposes of this section. The Commissioner may also make grants to other public or nonprofit agencies, organizations, or institutions, when such grants or contracts will make a significant contribution to attaining the objectives of this section.

"(2) From the remainder of such sums, the Commissioner shall grant to each State which has administrative arrangements approved under section 102 an amount which bears the same ratio to such remainder as the population of such State bears to the total population of all such States, for grants by the State board to local educational agencies or other public or nonprofit private agencies, organizations, or institutions, or for contracts by the State board with public or private agencies, organizations, or institutions, including business and industrial concerns, upon such terms and conditions, consistent with the provisions of this section and with its statewide plans under section 108 as the State board determines will most effectively carry out the development, establishment, and operation of exemplary and innovative occupational education programs or projects designed to serve as models for use in vocational education programs.

"(d) Grants or contracts under this section may be used to pay all or part of the cost of—

"(1) planning and developing exemplary demonstration and diffusion programs or projects such as those described in paragraph (2), or

"(2) establishing, operating, or evaluating exemplary programs or projects designed to carry out the purposes set forth in subsection (a), and to broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps, which programs or projects may, among others, include (A) programs and projects designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations; (B) programs and projects for students which provide educational experiences through work during the school year or in the summer; (C) programs and projects for intensive occupational guidance counseling, and placement and follow-through during the last years of school and for initial job placement; (D) programs and projects designed to broaden or improve vocational education curriculum; (E) exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this section, including manpower agencies and industry; (F) programs and projects for young workers released from their jobs on a part-time basis for the purpose of increasing their educational attainment; and (G) programs and projects at the secondary level to motivate and provide preprofessional preparation for potential teachers for vocational education.

"(e) (1) Grants or contracts under this section may be made only if the Commissioner, or the State board in the case of grants made by a State board under subsection (c)(2), determines—

"(A) that effective procedures will be adopted by grantees and contractors to coordinate the development and operation of other programs and projects carried out under grants or contracts under this section, with the appropriate statewide plans, and with other public and private programs having the same or similar purposes;

"(B) that, to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation of such students; and

"(C) that effective policies and procedures will be adopted which assure that Federal funds made available under this section will not be commingled with State or local funds.

"(2) No grant or contract (other than a grant or contract with a State board) shall be made by the Commissioner under subsection (c)(1) with respect to any program or project unless such program or project has been submitted to the State board in the State in which it is to be conducted and has been commented on by the State board within sixty days of such submission or within such longer period of time as the Commissioner may determine pursuant to regulations.

"(3) Notwithstanding any other provision of law, unless enacted expressly in limitation of the provisions of this paragraph, funds available to the Commissioner and to the State board under subsection (c) shall remain available until expended.

"INSTITUTES AND LEADERSHIP EDUCATION FOR VOCATIONAL EDUCATION ADMINISTRATORS, EDUCATIONAL BOARDS, AND OTHER PUBLIC GROUPS

"SEC. 154. (a) (1) From 50 per centum of the sums appropriated for purposes of this section, the Commissioner may make grants and contacts to pay the costs of carrying out cooperative arrangements concerning leadership development for experienced vocational education personnel, including teacher educators and administrators; and for other personnel, who are capable of strengthening vocational education programs supported under this Act. Such cooperative arrangements may be with any educational institution or agency, or with private business, industry, or other commercial enterprise, or accomplished directly by State boards.

"(2) Grants and contracts under this section may be used for projects and activities which may include—

"(A) ladership development programs designed to improve the quality of professional development and understanding concerning the relationships, functions, and needs of vocational education programs within the context of the Nation's total education effort with particular attention to be paid to educational problems identified as national or regional in scope;

"(B) short-term institutes, workshops, symposia, or other training activities designed to focus attention of vocational education policymakers upon national, social, economic, and educational issues and priorities in order to improve the leadership qualifications of such persons and to integrate effective vocational education programs into the educational experience of all persons; and long-term institutes for highly selected and high administrative level policymakers including vocational educators, State board members and staff, local school board members and staff (urban and rural), and representatives of business, industry, and the public at large;

"(C) national leadership development institutes and workshops for teacher educators, coordinators, supervisors, administrators, and other selected personnel for the purpose of developing procedures and standards pertaining to leadership development and other matters that affect program growth; and

"(D) national resource panels, funded through one or more States, whose purpose is to identify national priorities, to coordinate and train directors of funded activities, to identify exemplary components of leadership training activities, to be a source of technical assistance as requested by the State or the Commissioner, and to annually review the effectiveness of programs conducted under this subsection, members of which shall be recommended by the State boards and by the Commissioner to serve on a rotating basis and report to the Commissioner.

"(b) From the remainder of such sums, the Commissioner shall make a grant to catch each State which has administrative arrangements approved under section 102 in an amount which bears the same ratio to such remainder as the population of such State bears to the total population of all such States. Such grants may be used by the States, either directly or through grant or contract, for the purpose of conducting leadership programs for local and regional directors of vocational education, educational administration personnel, local boards of education, and selected State staff; the State board shall include in its statewide plans procedures for accomplishing the purpose of this subsection.

"(c) A grant or contract under this section may be made only upon application to the Commissioner, or to the State board in the case of grants or contracts under subsection (b), at such time, and containing such information as the Commissioner or the State board, whichever is appropriate, deems necessary. The Commissioner and the State board shall approve an application under this subsection only if such application—

"(1) sets forth a program for carrying out one or more projects or activities which meet the requirements of subsection (a) or (b), whichever is appropriate, and provides for such methods of administration as are necessary for the proper and efficient operation of the program;

"(2) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and, to the extent practicable, increase the level of funds that would in the absence of such Federal funds, be made available for purposes which meet the requirements of subsection (a) or (b), whichever is appropriate, and in no case supplant such funds;

"(3) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this section; and

> "(4) provides for making such reports, in such form and containing such information, as the Commissioner or the State board, whichever is appropriate, may require to carry out their functions under this section, and for keeping such records and for affording such access thereto as they may find necessary to assure the correctness and verification of such reports.
>
> "(d) There are authorized to be appropriated to carry out this section $35,000,000 for the fiscal year ending June 30, 1976, and for each of the four succeeding fiscal years. Notwithstanding any other provision of law, unless enacted expressly in limitation of the provisions of this sentence, funds available under this section shall remain available until expended."

Chairman Perkins. The committee will come to order.

We are continuing our hearings today on vocational, occupational, and career education. I am delighted that we have with us Mr. Don Brill, assistant director, Wisconsin Board of Vocational, Technical, and Adult Education. I know a lot about that institution and the great work being carried on there.

Also, we have Dr. Francis T. Tuttle, State director of vocational education, Stillwater, Okla. Dr. Tuttle, Congressman Risenhoover is ill today and will not be able to be with us. I know he wanted to be here this morning, in particular, because of your appearance before the committee. He sent me a note and his proxy on another bill. He will be with us Monday. We will hear from Mr. Brill first and then from Dr. Tuttle. We will not ask questions until both of you make your statements.

Go ahead, Mr. Brill.

STATEMENT OF DON BRILL, ASSISTANT STATE DIRECTOR, WISCONSIN BOARD OF VOCATIONAL, TECHNICAL, AND ADULT EDUCATION

Mr. Brill. Thank you.

Mr. Chairman and members of the committee, my name is Donald M. Brill. I am speaking on behalf of Mr. Eugene Lehrmann, the State director of the Wisconsin Board of Vocational, Technical, and Adult Education. Our agency budget is being heard by the legislature, demanding his appearance there.

I am very pleased to have the opportunity to testify before your committee today. Before testifying, I would like to extend my deep appreciation and that of the State of Wisconsin to you and members of your committee who so graciously took the time and effort to hold an overnight hearing in our State last July. I will keep my remarks brief with minor digression from my prepared statement. I would like permission to submit a complete text of my written testimony.

Chairman Perkins. Without objection your complete text will be inserted in the record.

[Prepared statement follows:]

Prepared Statement of Eugene Lehrmann, State Director, Wisconsin Board of Vocational, Technical, and Adult Education

Mr. Chairman, my name is Eugene Lehrmann and I am the State Director of the Wisconsin Board of Vocational, Technical and Adult Education.

I am very pleased to have the opportunity to testify before your Committee today. Before testifying I would like to extend my deep appreciation and that of the State of Wisconsin to you and the members of your Committee who so graciously took the time and effort to hold an oversight hearing in our state last July.

I will attempt to keep my remarks brief. However, I would like permission to submit a complete text of my written testimony.

Mr. Chairman, within the last six months we have all become aware of many major issues pertinent to vocational education legislation. Let me as a State Director of Vocational Education, relate my concerns about just two of these issues: One, administration of vocational education legislation within the state; two, the level and method of federal funding for vocational education.

ADMINISTRATION OF VOCATIONAL EDUCATION WITHIN THE STATE

There appears to be two basic thoughts on this matter. The first would maintain the present general administrative structure by continuing the state advisory councils in their present advisory role and retaining a single state agency for the administration of vocational education.

The second would change the role of the State Advisory Councils for Vocational Education from advisory to administrative over 20% of the funds, abolish the single state agency in favor of an agency to administer 40% of the funds for secondary vocational education and create an additional agency to administer 40% of the funds for postsecondary vocational education. Planning responsibilities would be assigned to a state 1202 commission.

After a deliberate and careful review of the alternative administrative mechanisms provided in H.R. 3036 and H.R. 3037 I must as State Director of both community colleges and vocational-technical schools recommend, and recommend without equivocation, the retention of the current administrative provisions as reflected in H.R. 3037.

My written testimony will elaborate upon my reasons, but let me briefly outline a few of the basic problems inherent in the proposed changes.

1. How can a locus of accountability be maintained when the accountability is spread through four different agencies within a state?

2. Wisconsin does not even have a 1202 commission. Further, we feel our coordinative structure among state agencies has all the advantages of a 1202 commission and lacks many of its deficiencies.

3. Out State Advisory Council has formally rejected an administrative role in spite of an enticement of 20% of the vocational education funds. They realize they cannot serve an effective advisory role and an administrative role at the same time. A resolution indicating state vocational board support of the state advisory council is attached.

What demonstrable good will be accomplished by imposing the organizational gyrations evidenced in H.R. 3036? If there are insufficient funds being allocated for providing postsecondary vocational education to students in some states, it seems to me Congress has a much simpler remedy than a complete overhaul of our present delivery system. It can simply increase the set aside requirements to meet that end. If I am not mistaken, most of the bills before you do that.

A review of the composition of state advisory councils may also be in order. But the elaborate and cumbersome infrastructure proposed in H.R. 3036 is certainly not a realtistic solution which can in any way maintain, let alone improve, the present level of accountability.

LEVEL AND METHOD OF FUNDING FOR VOCATIONAL EDUCATION

Need for vocational education

The need for vocational education has been shown concretely in terms of labor force needs.

U.S. Department of Labor, Bureau of Labor Statistics studies show that less than one-fourth (23.7 percent) of all occupational openings over the 1972–85 period will require a baccalaureate degree or more education. They also indicate that a higher proportion of the labor force entrants will have such training.

Vocational education is needed to meet the training requirements for most of the job openings for which four years of college is not needed. Vocational and technical education programs provide a means by which intelligent persons can be prepared for basic skilled occupations in the labor force.

Interest in vocational education

Substantial interest in vocational education has been shown by Americans. The Commission of Non-Traditional Study, in a national survey of the age 18 to 60 population (excluding full-time students) found that 89% of the respondents were interested in vocational education and 46% of them listed vocational education as their first choice. These percentages were by far the highest of any category of education.

The 1973 Gallup Poll on education showed that the majority of American ranked "preparing students for work" as the most important job of schools. Furthermore, the majority of the adults gave "to get a better job" as the most important reason for continuing their education.

Why more $'s?

While those of us in vocational education feel we are doing a good job, we need more funds to continue our role and to expand it where needed.

The recent General Accounting Office report on vocational education in the U. S. entitled "What is the Role of Federal Assistance for Vocational Education?" makes two especially relevant findings.

1. "Projections of national economy indicate increased demand for vocationally skilled manpower."
2. "Large numbers of youth leave school without skills needed for employment, and many subsequently are unemployed."

Even without any expansion of our efforts, as all of you know, it takes much more money now than just a few years ago to accomplish the same task.

Why Federal $'s?

If vocational education is needed, is wanted, and is successful, why are we asking for federal funds rather than financing it through state and local funding?

Let me say, first of all, that we are willing to accept new, reasonable controls on the use of federal dollars to assure that national interests and priorities are being served.

In order to insure that national interests and priorities will be served, a federal dollar commitment must be there. When local property tax revenues and state income tax revenues supply by far the greatest proportion of the needed funding, the interest of those particular taxpayers must dominate. Federal control is not the answer, but rather a level of federal funding commensurate with the degree of federal interest in vocational education. The federal government through a variety of programs, including vocational education, has provided a leadership role to insure that the handicapped, the disadvantaged, and other groups in need are provided services which the states and localities have been either unwilling or unable to provide.

With the continued help of the Office of Education, I believe we can become even more effective in assessing the vocational education needs of our citizenry as well as becoming more efficient in the delivery of those services.

Finally, not to be ignored is the very simple fact that the financial capacity of the states is in poor shape. As the governors pointed out just a short while ago, the states are not in a position to assume a greater burden in providing services.

Method of funding

In providing funding to the states for vocational education, I urge you to examine the formula for distributing money among the states.

First, the distribution according to different age groupings should be studied to determine the most appropriate method to meet the actual and potential vocational needs of the states.

Secondly, a factor should be incorporated into the formula which takes into account the state and local effort each state makes in providing vocational education to its citizens.

SUMMARY

In summary, Mr. Chairman, please allow me to restate the two primary concerns that I have addressed myself to today:

1. I would urge that you support the continuation of a single state agency responsible for vocational education.

2. I would urge that you expand the federal support for vocational education.

Attached is a section outlining supportive narrative for the comments I have provided in my testimony. Thank you for your courtesy and interest in Wisconsin's concern for vocational education.

SUPPORTIVE NARRATIVE

In the following, I have provided supporting information, restating or further explaining the material outlined in my verbal testimony. Included in this information is an overview of the following: I. Reasons for a single state agency for vocational education. II. Wisconsin's vocational education activities—an overview. III. Level and method of funding vocational education. IV. Strengthening the federal role in vocational education. V. Strengthening the vocational education planning process.

If there are any questions or areas that are of further interest to the Members of the General Sub-committee on Education, or others, please contact me.

I. Reasons for a single State agency for vocational education

Mr. Chairman, we are proud of our Wisconsin vocational system. As you are well aware, the administrative structure for vocational education varies from state to state. This we believe is a strength in that it allows each state the flexibility to provide its vocational services in a manner that is most effective to meeting its unique needs. For instance, the vocational education program in Wisconsin is under the jurisdiction of a single state board of vocational education.

A. The postsecondary and adult programs are administered at the state level through my office and the secondary programs are administered through the office of the Superintendent of Public Instruction.

B. At the local level the postsecondary and adult programs are administered through sixteen districts by boards which have the authority to levy a property tax for the partial financial support of their own programs.

The locus of responsibility and accountability for vocational education in a single state agency provides a solid foundation for an effective and efficient administration. The close coordination and cooperation between the secondary and the postsecondary vocational education efforts are strengthened by state statutes providing membership of the Superintendent of Public Instruction on the State Vocational Board. These relationships also include joint agency committees and task forces. In addition, to insure close cooperation between the responsible agencies in postsecondary education, the president of the public four year system board and the chairman of the state vocational education board are, as provided for in state statute, fully functioning members of the other's boards. The coordination and continuing cooperation, both statutory and voluntary, between agencies responsible for education is vastly superior to the duplicative and unwieldy constraints inherent in the superimposition of the 1202 commission.

Federal efforts to evaluate our progress in education must recognize the unique characteristics of each state. It is these characteristics that provide variation in the administration of vocational education. These unique characteristics reflect the diversity of the American culture, and should not be subject to the crushing force of a federally mandated 1202 commission. I believe that voluntary arrangements between agencies with specific educational purposes can be functional.

Maximum accountability will be best achieved through the efforts of a single state agency responsible for vocational education. The proliferation of agencies with partial accountability, as provided for under the 1202 commission, will only weaken the overall efforts to provide vocational education services.

II. Wisconsin's vocational education activities—An overview

Let me attempt to present you with a descriptive overview of the vocational, technical and adult education system in this state to demonstrate what the federal vocational dollar has helped accomplish.

Our citizens have long demonstrated a firm commitment to education. Last year 62 cents of every state general revenue tax dollar was devoted to education. Our state was 7th nationally in the ratio of state/local vocational education expenditures to federal expenditures for vocational education. This tax effort significantly exceeds the national norm. Our per pupil expenditure ranks 14th in the nation, but our per capita income rank is 23rd.

During the last fiscal year, 302,000 people received vocational education services, this means 1 person in every 14. 62,000 were enrolled in 800 full-time, postsecondary programs encompassing 253 different occupational areas.

Our philosophy of bringing services to the people is demonstrated by the existence of 39 vocational-technical institutes and schools, over 300 adult vocational centers and 345 secondary schools offering vocational programs. Without federal support many of these people would not have been served. The number of disadvantaged and handicapped persons enrolled has increased from 2000 in 1968 to over 23,000 in 1973. It is the federal vocational dollar that has enabled us to extend our services to meet the unique needs of all individuals.

Yet I find that numbers fail to express the true impact of vocational education upon the individual. How can a number express the satisfaction of the Native American in northern Wisconsin who as part of his vocational program was able to construct his own housing on his own reservation?

The need for vocational education for students in high schools is well established. Efforts in the State of Wisconsin under the leadership of the Department of Public Instruction and articulated with the Wisconsin Board of Vocational, Technical and Adult Education are directed toward the development of comprehensive programs of vocational education as part of the total program of a comprehensive high school. These efforts are assisted by several state and many local advisory committees for vocational education at the secondary level.

The basic criteria for a comprehensive vocational education program are: Services of a Local Vocational Education Coordinator; Development of a Local, Long-Range Plan for Vocational Education; Career development process through vocational guidance and counseling; Exploratory and sequence courses; Variety of capstone courses sufficient to meet student needs; Modified programs and/or special services for students with special needs; and Formalized articulation of high school and post high school courses.

Twenty-six percent of Wisconsin's high school graduates successfully completed a vocational program which culminated with a capstone course. The capstone concept denotes intensive vocational training at the twelfth grade level. Each capstone course "caps-off" the individual skills and attitudes learned in the previous sequence of exploratory and skill-building courses offered in grades seven through twelve. Co-curricular activities of vocational student organizations, such as Distributive Education Clubs of America (DECA), Future Business Leaders of America (FBLA), Future Farmers of America (FFA), Future Homemakers of America—Home Economics Related Occupations (FHA–HEDO), and Vocational Industrial Clubs of America (VICA), enhance the total vocational program.

After graduation from the capstone course, students may enter postsecondary schools for advanced vocational-technical training or enter directly into the world of work. The follow-up of capstone graduates four months after graduation found 72% of those available for employment were working full-time in their area of preparation or a related area. The unemployment rate was only 5% of those seeking work. Vocational education through the capstone concept can lead many young people into satisfying and rewarding job placement opportunities. The ultimate goal is to extend this opportunity to all the young people in Wisconsin's high schools.

III. Level and method of funding vocational education

Many of the problems which are identified through analysis of the annual vocational education reports can be traced to the fact that, up until now, we have placed much greater emphasis upon producing high quality educational programs and courses than on developing elaborate reporting systems. The identified problems then, may have no basis in fact, but are, instead, often reflections of inadequate reporting systems.

Given the state of our reported data it is apparent that a statistically significant analysis of vocational education evaluating the role of federal funds is impossible. We have taken steps to improve the situation.

In Wisconsin we are developing a Management Information System which will be a start toward providing more complete, consistent, and accurate information. Perhaps now is the time, through vocational education legislation, to ensure that, nationally ,effective accountability standards and procedures are established.

While our failing in reporting may be discouraging, our successes in providing vocational education should be encouraging. With continued federal funding for vocational education, both the quality of the programs and the reporting efforts will improve.

A. Need.—The need for vocational education training has been shown concretely in terms of labor force needs. Studies conducted by the U.S. Department of Labor, Bureau of Labor Statistics, show that less than one-fourth (23.7 percent) of all occupational openings over the 1972–85 period will require a baccalaureate degree or more education. These studies also state that trends indicate that a higher proportion of the labor force entrants will have such training.

While not all of the remaining job openings are in occupations which require formal training, vocational education is needed to meet the training requirements for most of the job openings for which four years of college is not needed. Vocational and technical education programs provide a means by which intelligent persons can be prepared for needed manual occupations in the labor force. Vocational education has the potential to match closely the skills of labor force entrants and the skills needed in occupations for which there are openings.

B. Interest.—Substantial interest in vocational education has been shown by Americans. The Commission of Non-Traditional Study, in a national survey of the age 18 to 60 population (excluding full-time students) found that 89% of the respondents were interested in vocational education (including agriculture) and 46% of them listed vocational education as their first choice. These percentages were by far the highest of any category of education. The complete results are as follows:

[In percent]

Category	Some interest	First choice
Vocational (excluding agriculture)	78	43
Recreational	63	13
Home and family	56	12
Personal development	54	7
General education	48	13
Public affairs	36	3
Religion	15	3
Agriculture	11	5

The 1973 Gallup Poll on education showed that the majority of Americans ranked "preparing students for work" as the most important job of schools. Furthermore, the majority of the adults gave "to get a better job" as the most important reason for continuing their education.

C. Why more money is needed.—While those of us in vocational education feel we are doing a good job, we need more funds to continue our role and to expand it where needed. The recent General Accounting Office report on vocational education entitled "What is the Role of Federal Assistance for Vocational Education?" makes two relevant findings.

1. "Projections of national economy indicate increased demand for vocationally skilled manpower."

2. "Large numbers of youth leave school without skills needed for employment, and many subsequently are unemployed."

These findings indicate that vocational education could play a greater role in training members of our society. Even without an expansion of efforts, the problems of inflation require greater expenditures just to accomplish the same task.

D. Why more federal funding is needed.—Although vocational education is needed, is wanted by society, and is successful, federal funding is needed in addition to state and local funding.

First of all, it is recognized that new, reasonable controls on the use of federal dollars, in order to assure that national interests and priorities are being served, may be increasingly necessary. But to assure that national interests and priorities will be served, the dollar commitment must be there. When local property tax revenues and state income tax revenues supply by far the greatest proportion of the needed funding, the interests of those particular taxpayers must dominate. Federal control is undesirable, but a level of federal interest in vocational education is needed.

The federal government through a variety of programs, including vocational education, has provided a leadership role in assuring that the handicapped, the disadvantaged, and other groups in need receive services which the states and localities have been either unwilling or unable to provide. With the continued help of the Office of Education, we can become even more effective in assessing the vocational education needs of our citizenry and more efficient in the delivery of those services.

Finally, not to be ignored is the fact that the financial capacity of the states is in poor shape. The states are not in a position to assume a greater burden in providing services. In 1973, Wisconsin devoted sixty-two cents of every state general revenue tax dollar to education.

E. Method of funding.—In providing funding to the states for vocational education, a new formula is needed for distributing money among the states.

First, the distribution according to different age groupings should be studied to determine the appropriate method to meet the actual and potential vocational needs of the states.

Secondly, a factor should be incorporated into the formula which takes into account the state and local effort each state makes in providing vocational educational to its citizens. Examples of such a factor are:

1. The total vocational education expenditures (federal, state, and local) per capita in each state compared to that for the nation.
2. The number of individuals served by vocational education as a proportion of those eligible for such service—compare states to national data.
3. The total expenditures per pupil served—compare states to national data.

IV. Strengthening the Federal role in vocational education

I am concerned about the limited linkages as well as the level and extent of cooperation that currently does not exist between vocational education legislation and the comprehensive employment and training legislation. I believe that vocational education should promote *cooperation* and *linkages* with the Comprehensive Employment and Training Act (CETA) of 1973.

In order to promote and develop this much-needed cooperation and linkage, I would recommend the following:

A. Representation on the National Advisory Council for Vocational Education *from* the National Manpower Planning Council and vice-versa.

B. Representation on State Boards for Vocational Education *from* the State Manpower Planning Councils and vice-versa. Wisconsin has this exchange, and it should be mandated in any new federal vocational education legislation.

C. State Advisory Councils for Vocational Education should include *more* representation of *business, labor, management,* and *manpower agencies* and *CETA Prime Sponsors.*

D. Comprehensive Statewide Planning in Vocational Education should include strong, mandated linkages with the Comprehensive Statewide Manpower Planning System. They cannot be separated without duplication and confusion.

E. New legislation should promote and develop "cross-funding" opportunities with other legislation. (Vocational Education legislation should provide for training costs and CETA could furnish training allowances and/or subsistence). It should be noted that the present proposed legislation *prohibits* this linkage.

F. Stipends, if provided, should be coodinated with the state's Comprehensive Manpower Plan under CETA to prevent duplication and— above all—prevent the development of a competitive allowance system.

While I am on the topic of the federal role in vocational education, I must comment on a related law that directly affects vocational education. That is that portion of the 1972 Education Amendments, P.L. 92-318, which relates to occupational education. If we are concerned with efficient administration and eliminating duplication, we must address ourselves to finding answers to this problem.

What is the difference between "occupational education" as defined in The Education Amendments of 1972 and "vocational education" as defined in the Vocational Education Act? Does occupational education serve a different target group? If so what is that target group? Does occupational education provide a different type of training? If so, how does that training differ from vocational education?

If on the other hand occupational education and vocational education are in fact synonymous (as they seem to be based upon Congressional testimony) why are they then administered through two different mechanisms?

I would recommend that the provisions of P.L. 92-318 dealing with occupational education be incorporated into the new vocational education legislation.

The merger of occupational education provisions of the Education Amendments of 1972 and vocational education with their combined authorizations into a single cohesive vocational/occupational revenue sharing package administered by a single state agency will greatly enhance our ability to provide millions of our citizens with the skills necessary to earn a living in the vocation of their choice.

V. Planning

The present operating methods of the Office of Education have not encouraged systematic, coordinated, and comprehensive planning at the state and local levels. Furthermore, this type of planning has not been present at the national level. The success of any planning effort is highly dependent on the degree of interest and resource commitment at the level where the planning is being done. Federal legislation and the operations of the Office of Education at the national and regional levels can, however, do much to encourage such interest and resource commitment.

The following items are examples of how the planning process can be strengthed:

A. *Department of Labor and Office of Education coordination.*—Very little has been done on the national level to coordinate manpower planning studies and information. Close coordination between the Office of Education staff and the Department of Labor will ensure that they are aware of the data needs for vocational education.

B. *Better coordination between national and regional offices.*—While some regional officers who work closely with state staff seem to have an understanding of the problems involved in planning at the state level, this understanding only rarely results in action at the national level.

C. *Provide funding earmarked specifically for planning activities at the state and local levels.*—Only when federal funding is provided specifically for planning will it be certain that sufficient resources are available for that purpose.

D. *Development of specific planning projects and activities with national and regional coordination and with a high degree of flexibility to allow for individual state circumstances.*—To be sure that funds earmarked for planning will be used effectively, specific programs should be established with the purpose of achieving or improving certain aspects of the planning process. These programs should be instituted on a national or multi-state basis in order to utilize a broad range of expertise. National and regional efforts would be directed toward overall coordination and information sharing. Individual state flexibility in implementing the programs is a necessity if maxmum usefulness of results is to be achieved.

E. *Staff with expertise in planning should be available at the national and regional levels.*—Unless such expertise is available, the needed federal coordinating function will be lacking. Further, such expertise is needed to perform planning activities on a multi-state and national basis.

While the above points do not constitute a complete program for the improvement of vocational education planning, they are basic methods to begin strengthening that process.

As a final point, I would recommend that in order to effectively focus planning efforts on the pragmatic goals of vocational education that planning emanate from a single state agency. Unless the planning activity is the product of the efforts of an agency with responsibility for both budgeting and planning, it will not provide realistic objectives or methodologies to provide effective and efficient services to vocational education.

1973-4 STATEWIDE STUDENT FOLLOWUP SUMMARY

District No.	Number contacted	Number of responses	Percent of responses	Not available for employment	Percent not available for employment of responses	Available for employment	Percent available for employment of responses	Number employed	Percent employed of responses	F.T. and P.T. employed related	Percent of F.T. and P.T. employed related of those available	Percent of F.T. and P.T. employed related of those employed	F.T. related average wage of those reporting earnings	Number unemployed	Percent unemployed of those available for employed
1	1, 606	988	62	178	18	810	82	752	76	506	63	67	$544	58	7
2	1, 656	933	56	89	10	844	91	790	85	555	66	70	555	54	6
3	584	299	51	14	5	285	95	272	91	197	69	72	571	13	5
4	2, 500	814	33	117	14	697	86	634	78	440	63	69	617	63	9
5	324	323	100	23	7	300	92	275	85	197	66	72	564	25	8
6	1, 491	936	63	83	9	853	91	821	88	561	68	68	690	32	4
8	715	478	67	40	8	438	92	418	87	298	68	71	658	20	5
9	4, 089	1, 453	36	312	22	1, 141	79	1, 086	75	765	67	70	730	55	3
10	763	425	56	50	12	375	88	341	80	265	71	78	591	34	9
11	500	500	100	70	14	430	86	411	82	332	77	81	531	19	4
12	710	667	94	99	15	568	85	568	85	449	79	79	555	0	0
13	769	589	77	43	7	546	93	523	89	423	76	81	589	23	4
14	431	236	55	25	11	211	89	188	80	129	61	69	571	13	11
15	549	459	84	18	4	441	96	429	93	352	79	82	631	12	3
16	573	209	36	50	24	159	76	148	71	63	40	43	614	11	7
17	1, 525	393	26	35	9	358	91	331	84	254	71	77	594	27	8
Total	18, 785	9, 702	52	1, 246	13	8, 456	87	7, 987	82	5, 786	68	72	610	469	55

Chairman Perkins. You may go ahead, sir, and summarize.

Mr. Brill. Thank you, sir.

I should call you attention to the fact that you have in hand copies of both my verbal and my written testimony. The verbal testimony is very brief.

Within the last 6 months we have all become aware of many major issues pertinent to vocational education legislation. Let me relate my concerns about just two of these issues:

One, administration of vocational education legislation within the state; two, the level and method of Federal funding for vocational education. I address myself to the administration of vocational education within the State.

There appears to be two basic thoughts on this matter. The first would maintain the present general administrative structure by continuing the State advisory councils in their present advisory role and retaining a single State agency for the administration of vocational education.

The second would change the role of the State Advisory Councils for Vocational Education from advisory to administrative over 20 percent of the funds, abolish the single State agency in favor of an agency to administer 40 percent of the funds for secondary vocational education and create an additional agency to adminster 40 percent of the funds for postsecondary vocational education. Planning responsibilities would be assigned to a State 1202 commission.

After a deliberate and careful review of the alternative administrative mechanisms provided in H.R. 3036 and H.R. 3037, being involved in both community colleges and vocational-technical schools, recommend, and recommend without equivocation, the retention of the current administrative provisions as reflected in H.R. 3037.

My written testimony will elaborate upon my reasons, but let me briefly outline a few of the basic problems inherent in the proposed changes:

1. How can a locus of accountabilty be maintained when the accountability is spread throughout four different agencies within a State?

2. Wisconsin does not have a 1202 commission. Further, we feel our coordinative structure among State agencies has all the advantages of a 1202 commission and lacks many of its deficiencies.

3. Our State advisory council has formally rejected an administrative role in spite of an enticement of 20 percent of the vocational education funds. They realize they cannot serve an effective advisory role and an admiinstrative role at the same time. A resolution indicating State vocational board support of the State advisory council is attached.

What demonstrable good will be accomplished by imposing the organizational gyrations evidenced in H.R. 3036? If there are sufficient funds being allocated for providing postsecondary vocational education to students in some States, it seems to me Congress has a much simpler remedy than a complete overhaul of our present delivery system. It can simply increase the set aside requirements to meet that end. If I am not mistaken, most of the bills before you do that.

A review of the composition of State advisory councils may also be in order. But the elaborate and cumbersome infrastructure proposed in H.R. 3036 is certainly not a realistic solution which can in any way maintain, let alone improve, the present level of accountability.

I now address the level and method of funding for vocational education.

NEED FOR VOCATIONAL EDUCATION

The need for vocational education has been shown concretely in terms of labor force needs.

U.S. Department of Labor, Bureau of Labor Statistics studies show less than one-fourth—25.7 percent—of all occupational openings over the 1972–85 period will require a baccalaureate degree or more education. They also indicate that a higher proportion of the labor force entrants will have such training.

Vocational education is needed to meet the training requirements for most of the job openings for which 4 years of college is not needed. Vocational and technical education programs provide a means by which intelligent persons can be prepared for basic skilled ocupations in the labor force.

Substantial interest in vocational education has been shown by Americans. The Commission of Non-Traditional Study, in a national survey of the age 18 to 60 population—excluding full-time students—found that 89 percent of the respondents were interested in vocational education and 46 percent of them listed vocational education as their first choice. These percentages were by far the highest of any category of education.

The 1973 Gallup Poll on education showed that the majority of Americans ranked "preparing students for work" as the most important job of schools. Furthermore, the majority of the adults gave "to get a better job" as the most important reason for continuing their education.

While those of us in vocational education feel we are doing a good job, we need more funds to continue our role and to expand it where needed.

The recent General Accounting Office report on vocational education in the United States entitled "What Is the Role of Federal Assistance for Vocational Education?" makes two especially relevant findings:

> 1. Projections of national economy indicate increased demand for vocationally skilled manpower.
> 2. Large numbers of youth leave school without skills needed for employment, and many subsequently are unemployed.

May I disgress just briefly. Our follow up shows that what we do we are doing well. We do realize that large numbers, as evidenced in the GAO report, are not receiving the kind of education that they need to find their place in the manpower market.

A recent report of the chamber of commerce graphically illustrates the dislocation of effort in this regard. Actually, our statewide percentage of unemployment is 5.5 percent of those available. So we are proud of this, we are working on it, we realize that more needs to be done.

Even without any expansion of our efforts, as all of you know, it takes much more money now than just a few years ago to accomplish the same task.

If vocational education is needed, is wanted, and is successful, why are we asking for Federal funds rather than financing it through State and local funding?

Let me say, first of all, that we are willing to accept new, reasonable controls on the use of Federal dollars to assure that national interests and priorities are being served.

In order to insure that national interests and priorities will be served, a Federal dollar commitment must be there. When local property tax revenues and State income tax revenues supply by far the greatest proportion of the needed funding, the interests of those particular taxpayers must dominate.

Federal control is not the answer, but rather a level of Federal funding commensurate with the degree of Federal interest in vocational education. The Federal Government through a variety of programs, including vocational education, has provided a leadership role to insure that the handicapped, the disadvantaged, and other groups in need are provided services which the States and localities have been either unwilling or unable to provide.

With the continued help of the Office of Education I believe we can become even more effective in assessing the vocational education needs of our citizenry as well as becoming more efficient in the delivery of those services.

Finally, not to be ignored is the very simple fact that the financial capacity of the States is in poor shape. As the Governors pointed out just a short while ago, the States are not in a positon to assume a greater burden in providing services.

In providing funding to the States for vocational education, I urge you to examine the formula for distributing money among the States.

First, the distribution according to different age groupings should be studied to determine the most appropriate method to meet the actual and potential vocational needs of the States.

Second, a factor should be incorporated into the formula which takes into account the State and local effort each State makes in providing vocational education to its citizens.

In summary, Mr. Chairman, please allow me to restate the two primary concerns to which I have addressed myself: (1) I would urge that you support the continuation of a single State agency responsible for vocational education; (2) I would urge that you expand the Federal support for vocational education.

Attached to my prepared statement supporting narrative for these comments. Thank you for your courtesy and interest in Wisconsin's concerns for vocational education.

I will try to answer any questions that you may have.

[Resolutions follow:]

WISCONSIN BOARD OF VOCATIONAL, TECHNICAL & ADULT EDUCATION,
Madison, Wis.

RESOLUTION

Whereas, the Wisconsin State Advisory Council on Vocational Education acting under the Educational Amendments of the Congress of the United States have with great diligence and commendable stewardship reviewed vocational education in the state of Wisconsin; and

Whereas, the State Advisory Council is a representative body reflecting the viewpoints and concerns of the people of the state of Wisconsin; and

Whereas, the State Advisory Council has studiously and energetically informed itself in the resources, operations and products of vocational education in Wisconsin; and

Whereas, in the seven years of experience, the State Advisory Council has developed credibility and stature in the vocational education community, as well as in governmental circles and with the lay public; and

Whereas, the recommendations of the Advisory Council have been effective in moving the program of VTAE forward in Wisconsin; and now, Therefore, be it

Resolved, That the WBVTAE on this date, January 28, 1975, do officially commend the Advisory Council, its members of record and its leadership for the positive reinforcement that they have given to the movement; and be it further

Resolved, That they be commended for the diligence and stewardship with which they have fulfilled their charge in its various dimensions; and be it further

Resolved, That the WBVTAE continue the practice of reviewing the recommendations of the Advisory Council as an important resource for the formation of policy in the state of Wisconsin with respect to VTAE; and be it further

Resolved, That the members of record be listed in this resolution and that officers be indicated and that each member be presented with a personal copy; and be it further

Resolved, That this resolution be communicated to Governor Patrick J. Lucey as the appointing authority and that he be personally commended for the outstanding individuals that he has selected to serve on this body.

Chairman PERKINS. All right. I think you have made an excellent statement. I will call on Dr. Tuttle next, the State director of Vocational Education, Stillwater, Okla.

STATEMENT OF FRANCIS TUTTLE, STATE DIRECTOR OF OKLAHOMA STATE DEPARTMENT OF VOCATIONAL AND TECHNICAL EDUCATION; AND PRESIDENT OF THE NATIONAL ASSOCIATION OF STATE DIRECTORS

Dr. TUTTLE. Mr. Chairman and members of the subcommittee, may I first state that I have with me this morning a letter from Governor Bowen of our State, addressed to me, saying he would appreciate our representing the Governor's office, along with other State groups, in testifying before the U.S. House of Representatives Subcommittee on Elementary, Secondary, and Vocational Education.

"I believe that by supporting H.R. 3037 we are selecting the best measure to augment our current programs. Sincerely, David Bowen."

You have all received the copies of my written testimony, in which six primary concerns are covered. Those concerns—national leadership, the General Accounting Office audit, State planning and forward funding, concerns about terminology, the single State agency concept and two recent projects in Oklahoma—are now somewhat familiar to you, so I shall use my time with this subcommittee to investigate and pursue some other areas.

Although it is my belief that testimony should be positive and should not be reactionary, I know of no other way to get all of the facts before the subcommittee other than to react to some testimony that has already been given. It is my understanding that testimony has been given which indicates that the State Board of Vocational and Technical Education in Oklahoma has not been fair and objective in their allocation of funds for certain kinds of institutions, more especially for higher education institutions.

I do not know whether the board has been fair or not. However, I would like to briefly submit the facts to you for your consideration.

The State Board of Vocational and Technical Education in Oklahoma has allocated more than the designated minimum of 15 percent for postsecondary education, to the State rejects for higher education, to be allocated to its institutions by the regions. That percentage this year nears 20 percent.

Numerous individuals are interested in education beyond the high school, but cannot afford the luxury of two-year curriculums that is mandated for entry into many of our two-year institutions. Because of restrictions placed by the regions, programs to accommodate such individuals must be referred to as fulltime adult noncollegiate credit programs, and are offered in area vocational schools, skill centers and private and proprietary schools.

If such programs were considered and figured as part of a postsecondary offering, the percentage of funds allocated to postsecondary education in Oklahoma would more than double this 20-percent figure. Let's be specific. There is one institution in Oklahoma that some of you may have visited, but if not, some of your staff members have been privileged to do so. It is a fine institution, in my opinion. That school has indicated to this subcommittee that it does not feel like it is getting a fair share of the Federal funds.

I submit to you that the problem lies with the administration in higher education in Oklahoma, rather than with the State board of vocational and technical education. The State board has contracted with State regents for higher education for the funding of vocational programs in State institutions of higher education, and has relied on the regents to insure they meet the standards prescribed by the Vocational Education Act of 1963, and the amendments of 1963 and 1972, and the Oklahoma State plan for vocational education.

Prior to the development of the memorandum of understanding, between our State board and the State regents, we had problems with the State regents considering funding for vocational programs as income, which resulted in participating institutions having their allocations reduced accordingly under the State higher education formula.

We considered this for supplanting of State funds by Federal funds. Because of monitoring restrictions, we can hope that such is not the case under the memorandum of understanding in which we are now operating. It is the State regents of higher education which divides the funds between its member institutions and programs. If there is inequity in the allocations of funds between its institutions, let's put the blame where it belongs, with those making the allocation.

In support of the State board, I submit for the subcommittee's consideration a copy of the contract signed this year with the State regents for higher education.

Secondly, I submit for your consideration a copy of a memorandum of understanding, between the State regents for higher education and the State board.

Thirdly, I submit for your consideration the fact that the Oklahoma State Legislature was so favorably impressed with the memorandum of understanding between the two boards that they have enacted it into law, and it is now a legal pattern for operation in our State. It is my understanding that many other States have developed similar agreements between State boards and postsecondary institutions.

Gentlemen, State boards are planning and are responsive to the needs of the people. They are approving programs wherever the need exists and for the path of education or training required to satisfy that need. I submit to you that there is no other agency of education in the United States today that can show that it is as completely responsive to needs as the State boards of vocational and technical education. I have some documents here which I would like to leave with the subcommittee to substantiate these complaints.

First is a copy of OTIS, occupation and training information system. This is the seventh such report. This provides an annualized updated manpower supply and demand information program, which is the document to identify the needs for the MBO program. The program is approved by the State board, which is not justified in terms of OTIS.

Second is a document to show that State boards are using modern management techniques through management by objectives and MBO systems that they have implemented. I submit for your consideration this management by objectives implementation sequence, developed by the Oklahoma State Department of Vocational and Technical Education.

I further submit that the States boards are doing more than any of the other administrative bodies in education today in regard to evaluation of the programs operated under their supervision and control. This document is submitted, which explains the evaluation process and a typical copy of the output that 20 percent of the programs in Oklahoma receive each year.

I am sorry to say that the 20 percent does not include the postsecondary improvements occupied in collegiate institutions. You see, the State regents have shown no indication of interest in evaluation of their programs, and will not permit the evaluating teams to visit their programs.

Perhaps such evaluations have been made by the State regents, but if so, they have not been made available to the State board. Their programs and academic fields receive no such scrutiny, so we can only surmise that they feel no need for justification of any of their programs.

We would welcome the opportunity to assist in such evaluations, but must respect the memorandum of understanding which has not incorporated such a role. One of the real concerns of vocational educators is the move on the part of certain educational groups to provide for vested interests. Much of their reaction is one of feeling that educational funding is, for instance, institutions, rather than for people.

We have noted a concerted move on the part of the American Association of Community and Junior Colleges to get special funding for their institutions. A similar move appears evident in the testimony of individuals from the National Association of State Universities and Land Grant Colleges.

We have seen little evidence of how they intend to do a better job of serving people, but we did see concrete evidence of their desire for special funding of their institutions, with no group to have any kind of monitoring relationship.

We would submit to the subcommittee that the State board of vocational and technical education may not have operated equitably in 100 percent of the instances, but these institutions are sincere in wanting to fill those gaps in educational programs because of lack of interest or lack of attention to other delivery systems which exist and institutionally are in a board. Strengthening of these boards of vocational education, and more teeth in the planning process, can give the kind of attention that is needed.

History has shown that institutions of higher education have little interest in development of nonacademic areas, regardless of the seriousness of the need, unless there is monetary incentive involved. State boards have been able to provide such incentives because of the foresight of Congress.

Placing this responsibility in a vested interest agency or institution will result in the destruction of what has been built over the last 50 years.

We would ask Congress and this committee give special attention to what has been requested by such agencies, and determine whether there is any constructive suggestion for what they plan to do, or is it merely a desire to have a control which would allow them to meet the needs of the institutions, rather than meet the needs of the people.

We would submit, too, private and proprietary schools, skill centers, adult programs and comprehensive high schools, area vocational schools, and other delivery systems can quickly respond to educational needs and can be given visibility through articulation of total programs if the role of the State boards is strengthened.

Last Friday, at the suggestion of Congressman Risenhoover, we conducted a hearing, so to speak, in Oklahoma. At the hearing were people that he had asked us to invite representing his district, which included the vocational educational interests of people in vocational schools, community and junior colleges, higher education, all of the institutions involved in his district, plus representatives from the State legislature, the Governor's office, the chancellor of high education, and we discussed the bills that have been introduced before the committee.

After the discussion of the bills, these people signed a statement indicating their feelings. I would like to submit it for the record.

Chairman PERKINS. Without objection, it will be inserted in the record, but just summarize what you agreed to.

Dr. TUTTLE. All right.

The summarization was generally the same material that is covered in House bill 3037 that was recently introduced in the new session of the Congress. No one at that meeting objects to anything that was in the 1968 amendment.

We feel that it is a good bill, but we felt like some of the provisions that were provided in H.R. 3037 gave the States more flexibility and more direction to accomplish the total job of manpower training and vocational training than was possible under the 1968 amendments, so without objecting to really the provision of the amendments that we are operating under, but actually suggesting that maybe they could be improved on by many of the things that are provided in H.R. 3037.

[Prepared statement follows:]

STATEMENT OF FRANCIS TUTTLE, STATE DIRECTOR OF OKLAHOMA STATE DEPARTMENT OF VOCATIONAL AND TECHNICAL EDUCATION AND PRESIDENT OF THE NATIONAL ASSOCIATION OF STATE DIRECTORS

Mr. Chairman and Members of the Sub-Committee: It is a distinct pleasure to be here to speak to this illustrous group on behalf of vocational and technical education. The State Directors of Vocational and Technical Education and the many individuals directly or indirectly involved with vocational education are grateful to you for the opportunity allowed to provide input to this subcommittee.

We find it a most interesting paradox that at a time when unemployment is in excess of 8 percent, there are numerous jobs available as evidenced by the "Help Wanted" sections of most major newspapers. These jobs are available because of the continuing need for individuals with the proper credentials—a demand skill. The Congress has always been the staunch supporter of vocational education and has recognized that these needs exist in business and industry for properly and adequately trained manpower. You have seen fit to allocate resources to help bring relevant education to the classroom through vocational education to meet these continuing manpower needs.

A normal course of action before ths sub-committee might be to provide quantities of statistical data to indicate the status and projections for vocational and technical education. Since it was my pleasure to appear before this group on August 1, 1974, may I take the liberty of referring you to the testimony given at that time for such statistical data as you may desire. My remarks today will be limited to six areas: National leadership, the General Accounting Office Audit, State planning and forward funding, concerns about terminology, the single state agency concept, and two recent projects that should have significance for the future.

NATIONAL LEADERSHIP

In the Education Amendments of 1972, the Congress created a new Bureau of Occupational and Adult Education within the Office of Education and legislated certain positions within that Bureau including the elevation of the administrative head of that Bureau to the position of Deputy Commissioner. Vocational educators applauded this move by the Congress and had a feeling that perhaps the Office of Education would recognize the need for proper attention to this vital aspect of the total field of education. Over the years we had watched the professional staff of the old Bureau decrease in size but had hopes that this signaled the dawn of a new era. The most serious gap appeared in the ranks of those with knowledge of how various programs operate and with the technical expertise to provide leadership in the development of effective training programs. Unfortunately, we have continud to watch as the Division continued to decrease in size, and little or no attention has been given to providing such program for the assistance of those in the field. Much has been made of the concept of regionalization accomplishing this goal of providing support to the field, but we have watched the regional offices face the same dissipation of human resources with no noticeable augmentation of staff. In fact, I'm told there are 33 positions nationally in 10 regions.

An even more serious condemnation lies in the failure to provide top leadership in the Bureau. Although the last Associate Commissioner for Occupational and Adult Education left the Bureau on September 5, 1973, the Office of Education has not seen fit to secure a permanent replacement yet today, exactly 18 months later. To further compound the problem of leadership, the Director of the Division of Vocational and Technical Education died shortly before Christmas of 1973, and the Office of Education has yet to secure a permanent replacement some 15 months later. These two vacancies have left a void in leadership which has impacted the entire field. Because of the complexities of the job, if replacements were secured immediately, it would be some time before they could be expected to assume that leadership role which is so badly needed.

THE GENERAL ACCOUNTING OFFICE AUDIT REPORTS

In the opinion of many individuals familiar with the accepted research techniques, the report of the General Accounting Office entitled, "What Is the Role of Federal Assistance for Vocational Education?" has done a great disservice to the field of vocational education. There is some evidence to indicate that the teams went out to prove that certain things were true rather than to get the full facts. Although the audits were performed in only 14 percent of the States, the resultant publicity left the impression that these findings were universal. Wire services pick up only the more startling aspects of any news from the Washington scene; and quotes taken from the Washington Star-News of Tuesday, January 7, 1975, such as "Government programs for vocational education are generally pictured as an educational disaster area in a new report to Congress by the General Accounting Office" were widely disseminated. These reports indicated everything happening in vocational education was bad and there was nothing on the plus side to report. Although we have found it quite difficult to get information about these audits, a clue as to the reason for little attention to the positive results may be apparent in the transmittal letter from John Young to the General Accounting Office when he responded to the draft report in which he said, "Also, we understand that certain parts of the draft report we reviewed will be modified to incorporate further references to positive results achieved by the Vocational Education Program." The State Directors have neither heard of nor seen any such modifications.

It it not our intent to question the accuracy of the reporting insofar as it goes. Rather it is our intent to question the reasons for the biased editing. We would venture to guess that no areas with which the General Accounting Office found fault were omitted, yet it is apparent that several significant omissions were made on those areas which may have proved favorable to vocational education. Most vocational educators have looked with pride on the many good things that are going on in the States that were audited and have found it difficult from the report to identify which States were so flagrantly guilty. Words such as "often," "frequently," "in some instances," etc., do not indicate the degree to which these irregularities appeared, yet all of vocational education has been assumed guilty by association. In visiting with other State Directors, we find that responses have been made to these criticisms but feel sure that little visibility will be given in the media to the responses. We are happy that this Sub-Committee has initiated these hearings and trust this will be a vehicle through which to get the full facts.

STATE PLANNING AND FORWARD FUNDING

One criticism that keeps appearing with reference to vocational education is the inadequacy of State planni[illegible] each State there is a sincere desire to do the type of planning expected in the legislation, and each State Director and his staff work diligently to accomplish this planning task. Projections are made in every State for a 5-year period, and these are updated annually to reflect the current information based on the latest data available.

There are real barriers to truly effective planning. For effective planning, an agency must know with some degree of certainty with what it has to plan. Federal funds have traditionally operated as catalysts in triggering new monies at the State and local levels. State and local monies can normally be identified by type and quantity prior to the beginning of the new fiscal year. The Federal catalyst (appropriation) has frequently extended so far into the current operational year as to make it difficult if not impossible to have effective planning. The ability to carry over a portion of these monies beyond a current year has allowed for more effective use of monies but has not improved the planning process. We would encourage this Sub-Committee to take a careful look at the prospective advantages of forward funding as a primary vehicle to improve the planning process, and I feel sure we would bring concrete results to this Sub-Committee showing such improvement. Each State Director is committed to the purpose of providing the most relevant educational program possible for meeting all of the needs of the people of the State, and we feel that this would be a valuable planning tool.

CONCERNS ABOUT TERMINOLOGY

Numerous terms have appeared on the educational scene in recent years which have tended to bring about misunderstandings and confusion. Some of these have been the result of educational jargon while others have appeared in educational publications and in legislation. Three terms are currently contributing substantially to this element of confusion. "Vocational education," "occupational education," and "career education" are sometimes used synonymously and at other times are used to make a distinction for one reason or another. Most frequently this disparity exists because of a wide variety of definitions given to the term "career education."

The term "vocational education" has been recognized for many years as that part of the education program which plays the major role in preparing individuals for employment. Until 1972, the institutional setting in which the individual prepared for employment was incidental to the objective of becoming employable. With the passage of the "Education Amendments of 1972," the terms "occupational education" and "career education" came into the limelight. Vocational educators have looked upon "occupational education" and "vocational education" as being synonymous. Like many other members of the education community, vocational educators are still trying to define "career education" and stand ready and willing to assume an identifiable role in making "career education" a reality.

The term "occupational education," however, has caused a potential schism to develop between varying institutions and organizations. A recent move on the part of one group has identified "vocational education" as preparation for employment at the secondary level and "occupational education" as preparation for employment at the post secondary level. *We would submit that this is an artificial designation designed to divide the field. Programs at the secondary and post secondary level are frequently identical. The occupational objective of the student is the determinant as to the type of curriculum to which the individual student will be exposed and not the type of institutional setting in which the learning takes place.* It is hoped that proper articulation can be effected between all levels of education which will allow the individual to progress to the highest level of employability which his interests and aptitudes allow. *We feel that introduction of the term "occupational education" into legislation has been detrimental to such articulation and hope that future legislation will attempt to provide for cohesion rather than divisiveness.*

SINGLE STATE AGENCY CONCEPT

There is an old adage that "Something that is everybody's business is nobody's business." Perhaps this can be applied to the delivery systems for the preparation of individuals for employment. We have heard continuing cries about duplication and overlap of educational activities and facilities and are eager to agree that such duplication and overlap do, in fact, exist. It is probable that they will continue to exist to some degree but might be considerably reduced with full implementation of the single state agency concept.

There have been and probably are situations which exist which are not totally fair to everyone. Because of the nature of our system, we find differences in interpretation which result in different approaches. It is probable that no two states operate in precisely the same way. In our opinion this is good as it allows us to find new ways in which to increase our effectiveness in meeting the needs of all of the people. The single state agency concept has served the cause of preparing people for employment well and is the only vehicle available for assuring that training for employment is a part of education at all levels below the baccalaureate degree.

A concrete example of a way in which the single state agency has served effectively in preparing people for employment is in the implementation of the Comprehensive Education and Training Act. The Congress approved 5 percent of the money for use of State Boards of Vocational Education. Although this represents only a small fraction of the total available, this 5 percent has had a real impact on the use of the other monies. In the State of Oklahoma all of the prime sponsors have worked together to attempt to develop a good delivery system. Without this percentage set-aside, it is doubtful that it would have been possible to make effective utilization of resources. The State Directors thank the Congress for this action, and we hope to justify the faith of the Congress by fulfilling your intent in the legislation.

TWO RECENT PROJECTS

Through special grants of the Office of Education, two projects have been initiated in Oklahoma which will have real implications for the future. Brief descriptions of each project are attached as exhibit to this document.

The Management by Objectives system has been working effectively in the State Department of Vocational and Technical Education in Oklahoma for some time. Other agencies of Oklahoma government are utilizing the expertise of the State vocational staff and are implementing such a system. Through special funding, 28 states are now implementing a system; and it appears that this will be adopted universally in a short time by the various state staffs in vocational education.

The other project, Linear Programming, offers even more exciting possibilities. Proper application of this tool in decision-making should result in identifying the real impact of vocational education. It has been suspected by vocational educators that investment of public dollars in vocational education will result in a pay back in excess of the investment over a short period of time. This is an attempt on the part of vocational educators to prove that your investments in training for employment are just that—investments in the future.

In these few pages, we have attempted to convey some of the concerns that we have. The State Boards of Vocational Education and the State Directors want to continue to justify the confidence that you in the Congress have shown in us. Being human, we will make mistakes; but being interested in the welfare of all of the people, we hope we will continue to adjust to maximize our total effectiveness.

We applaud your introduction of H.R. 3037, the Vocational Education Amendments of 1975, and hope that the entire Congress will look favorably on this proposed piece of legislation. Your actions show your continuing empathy with the less fortunate members of our society. Since we are basically a creature of the Congress, we stand ready to implement your directives. We hope to continue the good working relationship that has existed for more than a half century. Thank you for the privilege of appearing before this group.

Management by Objectives for Vocational Education

The growth of vocational education in number and variety of programs offered, in the amount of dollars appropriated and expended, in services rendered to local education agencies, and in numbers of personnel involved has made it imperative that more systematic methods of administration and management at the state and local level be initiated. In Oklahoma, the State Department of Vocational and Technical Education, after examining a number of possible management systems, selected Management by Objectives as the most promising. Three years ago after extensive modification and testing, Oklahoma implemented its own system of Management by Objectives.

The Oklahoma State Department of Vocational and Technical Education now has a complete Management by Objectives system. By this I mean that every operating unit within the department has a set of goals and measurable objectives which have been negotiated and agreed upon by the staff of that unit and its immediate supervisor. In addition to this every individual in the department from the beginning clerical aid to the state director has a set of job functions and measurable job objectives which have been negotiated and agreed upon by that individual and his immediate supervisor. These measurable objectives and the individual job objectives are all designed to accomplish the department's objectives and move in the direction of established departmental goals. Monthly and quarterly reviews provide top administration with feedback on how well objectives are being accomplished.

After one year's successful operation of the MBO system in Oklahoma, an Education's Profession Development grant provided funds in order that staff members of the Oklahoma Department might assist other state departments of vocational education in organizing and implementing a management system based on the concepts of MBO. In Fiscal Year 1974, 16 states were selected to participate in the first national MBO project. This project had as its objective the implementation and establishment of a Management By Objective system within those 16 state departments of Vocational-Technical Education. As would be expected, results varied depending upon the situation within each state. Some states were experimenting with the system in a part of the vocational education section while others were exploring the possibility of expanding MBO to the total State Department of Education.

The method of disseminating this information on Management By Objectives was first, a pre-visit by a member of the Oklahoma MBO team to each of the 16 states. The second step of the program was a series of workshops held in Oklahoma for selected individuals from the 16 states. In these workshops individuals were trained to return to their home states and assist with installation of a system. The third phase of the project was a post-visit to the states by a member of the MBO team from Oklahoma. The states which participated in the MBO project were: Colorado, Connecticut, Florida, Hawaii, Illinois, Kansas, Kentucky, Massachusetts, Minnesota, Missouri, New Jersey, North Dakota, Ohio, Oregon, Tennessee and West Virginia.

This year through another EDPA grant the Oklahoma MBO team is working with 12 additional states. Those states are: Alabama, Alaska, Arkansas, California, District of Columbia, Maine, Nebraska, Puerto Rico, Utah, Virginia, Washington and Wisconsin.

Additional workshops have been conducted on an individual basis. It is anticipated that by the end of this fiscal year some thirty State Departments of Vocational Education will have initiated and be managing their departments through a system of Management By Objectives. This means that in these thirty states, there will not only be an overall set of objectives for the agency but every operating unit in the department will have objectives as guidelines and every individual will have job objectives which will specify the results to be accomplished. Through this system, accountabilty becomes automatic.

In addition to the work done within the Oklahoma and other State Departments of Vocational Education throughout the country, the MBO team has assisted 22 of the Area Vocational-Technical Schools in Oklahoma in establishing a Management By Objectives system. A number of comprehensive high schools are now establishing MBO and a limited number of junior and community colleges are beginning to implement the system. The Oklahoma Department of Vocational Education has now been asked to work with other state agencies in Oklahoma to promote and organize the use of Management By Objectives in those state agencies.

It is anticipated that as more and more Departments of Vocational Education adopt this management system, it will serve as a stimulus to improve communication within and between Departments of Vocational Educaton, with other units of the Educational establishment, and with the general public. With mutually acceptable objectives for all of education and assumed responsibilities accepted by each of the component parts, coordination and cooperation become a real possibility. The actual implementation of such a management systen and the visibility which it provides for the objectives for Vocational Education will, it is hoped, lead all of education to a clearer definition of its mission and goals and a closer relationship between all of those responsible for education today.

EXHIBIT B

USE OF LINEAR PROGRAMMING AS A TOOL FOR DECISION MAKING IN VOCATIONAL AND TECHNICAL EDUCATION

The Oklahoma State Department of Vocational and Technical Education has developed one of the most complete and comprehensive Management Information Systems in the nation. As a result of having this information base, the State Department was faced with the proper use in order to make decisions. The Linear Programming Technique was selected and tested as a tool to accomplish rational decision making based on factual information.

The process utilized information related to the current operation of the State Department. Five different alternatives were programmed. These alternatives were:

1. The selection of the program mix which will yield the maximum wages for students enrolled in a vocational program.

2. The mix of programs which will provide the maximum number of students placed on jobs, based upon the resources available for training.

3. The vocational program mix which incurs a given minimum cost.

4. The mix of programs which should be considered to serve the most students with the resources available.

5. The amount of money returned to the economy by persons trained in vocational or technical programs as shown by the taxes paid by the dollars saved by the Department of Welfare.

The major conclusions revealed from the project are:

1. The Linear Programming Technique is a process that can be utilized by state and local education agencies to determine the vocational and technical program mix.

2. The process is generally accepted by those decision makers who have had an opportunity to analyze the benefits.

3. Linear programming can be used for program planning at a relatively low cost to an agency.

4. The results yield implications for curriculum planning.

5. The technique can be utilized by local educational agencies when analyzing their students by the aptitude patterns and determining the kinds of programs to be established.

6. It can be used by local educational agencies in attracting the kinds of industries that would be best suited to the aptitude of the persons within a geographic area in order to give the maximum impact upon the local economy.

7. Industry can use the process in order to determine the geographic location that has a profile of persons to meet their employment requiremnts.

8. The technique can be utilized for cost-benefit analysis.

One of the important aspects of the work conducted in Oklahoma relates to the social and economic benefits of vocational and technical education to the state. In every alternative examined state and federal funds invested for training were returned in two to two-and-one half years through state and federal taxes paid and reduction in welfare payments.

We in Oklahoma feel that we must continuously look for methods that will enable us to make the kinds of decisions that will lead to wiser use of funds appropriated for vocational and technical education.

We have had an opportunity to review the revised copy of H.R. 17304 and understand it is the same material covered in H.R. 3037 recently introduced in the new session of Congress.

We feel this piece of legislation would resut in improved programs to prepare individuals for employment and would urge that you actively support the passage of H.R. 3037, the Vocational Education Amendments of 1975.

John H. Hopper, Supt. Central AVTS, Drumright, Okla.; Caroline Hughes Central Tech), Drumright, Okla.; K. W. Phelps, Supt, Tri-County AVTS, Bartlesville, Okla.; Robert E. Reid, Supt., Northeast AVTS, Afton, Okla.; Vernon S. Isom, Professor, Northeastern State College, Tahlequah; Gene Beach, Supt., Indian Capital AVTS, Muskogee, Okla.; John A. Pearce, Supt., Public Schols, Tahlequah, Okla.; G. Dale Mullins, Dean, Col. of Education, Central State College, Edmond, Okla.; Garland Godfrey, President, Central State College, Edmond, Okla.; Lucille W. Patton, Chairman, Dept. Voc. & Tech. Teacher Ed., Central State College, Edmond, Okla.; Lloyd D. Briggs, Head, School of Occupational & Adult Ed., Okla. State Univ. Stillwater, Okla.; W. F. Lott, State Advisory Council for Vocational Education, Okla. City, Okla.

CONTRACT

This Contract is entered into by and between the State Board of Vocational and Technical Education, herein referred to as "State Board," and the Oklahoma State Regents for Higher Education, herein referred to as "State Regents," in accordance with a Memorandum of Understanding and Agreement subscribed to by these two boards on March 29, 1973, and pursuant to Senate Joint Resolution No. 35 of the First Session of the Thirty-Fourth Oklahoma Legislature.

Witnesseth:

Whereas, the State Board and the State Regents previously subscribed to a Memorandum of Understanding and Agreement regarding the necessity of cooperation of the two boards and their administrative offices as regards their common responsibilities in the further development of technical and occupational education in Oklahoma; and

Whereas, this Memorandum of Understanding and Agreement was validated by the First Session of the Thirty-Fourth Oklahoma Legislature in its enactment of Senate Joint Resolution No. 35; and

Whereas, said Memorandum and Legislative Resolution provided that the State Board will annually enter into a Contract with the State Regents for supplemental funding of technical and occupational education programs operated at institutions under the jurisdiction of the State Regents and will provide certain funding and consulting services for the evaluation and further development of technical and occupational education programs; and

Whereas, the State Regents and State Board agree that the performance of this Contract shall begin on the 1st day of July, 1974, and will terminate no later than the 30th day of June, 1975.

It is hereby stipulated and agreed by and between the State Board and the State Regents as follows:

1. The State Board will provide a portion of its funds for the Fiscal Year 1974–75 in the amount of *$982,055* to be allocated by the State Regents for supplemental budgetary support of post secondary technical and occupational education programs which have been approved by the State Regents and operated at institutions in The Oklahoma State System of Higher Education. Programs included in this category are those of less than baccalaureate level for preparing individuals for gainful employment in business and industry.

2. Funds provided by the State Board through this Contract will be allocated by the State Regents for supplemental support of the operation of technical and occupational programs which are: (a) agricultural related, (b) business and commerce related, (c) health related, (d) home economics related, (e) engineering and industrial related, and (f) human services related.

3. Supplmental funds provided in this Contract will be allocated by the State Regents to supplement the funding of approved technical and occupational programs to satisfy the difference in the educational program costs and the amount determined necessary by the State Regents to properly fund the program to the extent that supplemental funds made available will permit.

4. The State Regents' administration of this Contract will be consistent with the Oklahoma State Plan for the Administration of Vocational Education and with all pertinent federal laws and regulations.

5. Funds in the amount of *$211,957* will be provided by the State Board for strengthening programs in vocational and technical teacher education at Oklahoma State University, University of Oklahoma, Central State University, Oklahoma College of Liberal Arts, and Langston University. Funds may be used for teachers' salaries, travel, consultant services, secretarial services, office supplies, communications, curricuum materials, curriculum development, instructional equipment, in-service training for teacher educators, supervision of student teachers, sponsorship of post secondary youth organizations, and printing of materials. Funds allocated are to provide vocational and technical teacher training in addition to those services for teacher training which are provided by regular funding by the State Regents to the institutions as follows:

A. Oklahoma State University (Attachment A) Total—$131,903.00.
(1) College of Agriculture.
(2) College of Business Administration.
(3) College of Home Economics.
(4) College of Education.
B. University of Oklahoma (Attachment B) Total—$18,500.00.
(1) School of Home Economics.
(2) College of Education, a. Department of Business Education.
C. Central State University (Attachment C) Total—$57,554.00.
(1) Adult Vocational Education.
(2) Cooperative Office Education.
(3) Data Processing.
(4) Distributive Education.
(5) Health Occupations.

D. Oklahoma College of Liberal Arts (Attachment D) Total—$2,500.00.
(1) Vocational Home Economics Education.
E. Langston University (Attachment E) Total—$1,500.00.
(1) Vocational Home Economics.

6. The State Regents shall contribute toward the total cost of the services to be provided not less than the amount provided for such purpose during the past fiscal year. Any reduction on the part of the State Regents from the funding level of activities called for in the Contract shall result in an equal decrease in the contribution on the part of the State Board.

7. The State Board's contribution is based upon contingencies that federal and state funding will be availabe for the support of technical and occupational programs at a level not less than the past fiscal year. In the event (state or federal) funding is decreased, the total amount will be revised proportionately.

8. The State Board shall make payment under this Contract upon presentation of a claim for payment on a quarterly basis by the State Regents.

9. The State Board will provide the sum of *$30,000* to fund one or more positions on the professional staff of the State Regents during the Fiscal Year 1974–75 to assist in the planning, coordination, and development of technical and occupational programs at institutions in the state system.

10. The State Board agrees to provide through its professional staff technical assistance as needed and available to the State Regents' staff in the assessment of need for post secondary technical and occupational education programs and in the planning and future development of such education at institutions under the jurisdiction of the State Regents.

11. The State Regents will make reports to the State Board as necessary and appropriate and account fully for the allocation and expenditure of supplemental funds provided pursuant to this Contract.

12. The State Regents will provide for an audit at the end of the 1975 Fiscal Year and submit a report to the State Board on the disposition of funds received and expended under terms of this Contract.

13. Equipment that has been purchased by the State Board to assist in the implementation of a program in an institution of higher learning will remain with that institution so long as it is used for training in approved programs. Dependent upon the availability of funds, the State Board may supplement this equipment from time to time as needed. Equipment to support approved programs of vocational and technical education will be provided post secondary institutions based upon availability of funds.

14. To provide for those contingencies which arise wherein no procedural process has been established, each contingency or situation will be processed by an addendum to this Contract. Programs such as the Educational Personnel Development Act, Manpower Development Training Projects, Special Training Programs for Industry, Teacher Training for New Vocational and Technical Teachers, and Special Funded Programs will be handled in this manner.

In witness whereof, the State Board and the State Regents have executed this Contract and have caused the signatures of their authorized representatives to be affixed hereto on this 28th day of June, 1974.

STATE BOARD OF VOCATIONAL
AND TECHNICAL EDUCATION,
By FRANCIS TUTTLE,
State Director.

Date June 28, 1974.

OKLAHOMA STATE REGENTS FOR
HIGHER EDUCATION,
By E. T. DUNLAP,
Chancellor.

Date July 3, 1974.

MEMORANDUM OF UNDERSTANDING AND MANAGEMENT

Whereas, the advance of technology over the past decade has made it essential that a greater emphasis on vocational, technical and occupation education be given in the educational programming at all levels of learning; and,

Whereas, the increasing demands upon financial resources of public education make it imperative that there be a high degree of cooperation in the planning and administration of vocational, technical and occupational programs of education in order to achieve the greatest return on the tax dollar invested by the people in this field of education; and,

Whereas, the State Board of Education with its chief administrative officer, the State Superintendent of Public Instruction, has responsibility for state-level planning, development and coordination of elementary and secondary education (K–12); and,

Whereas, the Oklahoma State Regents for Higher Education with its chief administrative officer, the Chancellor, has responsibility for state-level planning, development and coordination of higher education including the determination of functions and courses of study, the prescribing of standards of education, the granting of degrees and other forms of academic recognition for completion of prescribed courses of study, and the allocation of budgetary resources; and,

Whereas, the State Board of Vocational and Technical Education with its chief administrative officer, the Director of Vocational and Technical Education, has responsibility for state-level planning, development and coodination of the area vocational-technical schools, and for promoting the development of vocational and technical education at all levels of learning through providing consulting services in the preparation of programs and through the supplemental funding of approved programs.

Now, therefore, being aware of the responsibilities assigned by the Constitution and Statutes to the Oklahoma State Regents for Higher Education, hereinafter referred to as the State Regents, and the State Board of Vocational and Technical Education hereinafter referred to as the State Board, and realizing the urgent need for cooperation and teamwork in areas of common interest and responsibility, these boards and their chief administrative officers subscribe to the following points of understanding which shall serve as guidelines in working together for more effective and efficient development of technical and occupational education at the postsecondary level:

PART A—EDUCATIONAL PROGRAMMING

1. The development of vocational and occupational education which involves manipulative skills such as machine shop, printing carpentry, stenography, and distrbutive education should be accomplished primariy at the secondary level of learning in programs provided by the high schools and area vocational-technical schools. The State Board of Vocational and Technical Education in cooperation with the State Board of Education should assure that such programs are occupationally oriented and of high quality.

2. The development of technical and occupational education that is more theory oriented and requires knowledge of mathematics and/or the physical sciences for specialization in the engineering and/or scientific fields for preparation of support technician personnel such as engineering technicians, registered nurses and medical technicians, though not exclusive of other similar areas, will be accomplished in institutions of higher education under the jurisdiction of the State Regents. The State Regents will assure that such programs are occupationally oriented and of high quality.

Educational programs in practical nursing, cosmetology, and other skill-type programs requiring the completion of a certain number of clock hours of training for licensing should be the responsibility of the area vocational-technical schools under the jurisdiction of the State Board.

4. Programs in initial skill training, refresher skill training, and upgrade skill training for out-of-school youth and adults should be the responsibility of the State Board.

5. It is a responsibility of the State Board to cooperate with the industrial development efforts of the state by providing special training programs to support the activity. The State Board will continue to provide this assistance in the area of initial skill training for workers to be employed in new industry locations.

6. Technical and occupational education programs to be operated at the postsecondary level must be authorized and approved by the State Regents. Programs of technical and occupational education when approved by the State Regents may be eligible for supplemental funding provided by the State Board in accordance with terms of a contract existing between the State Board and the State Regents.

7. In order to avoid duplication of the staff and thus effect economy in state-level administration, the professional staff of the office of the Director of Voca-

tional and Technical Education will be available and provide technical assistance to the Chancellor's staff in the development and review of technical and occupational education programs proposed by junior colleges and other institutions in the State System for approval by the State Regents.

8. The State Board maintains a system which gathers manpower supply and demand data, and it shall be the responsibility of the State Board to convey to the State Regents such manpower supply and demand data and recommend the initiation of programs of occupational education in areas where such education is not available or for the expansion of such programs or to recommend the discontinuance of programs no longer in demand.

9. Research and planning for the further development of higher education programs is accomplished by the State Regents. Also, reports relating to enrollments, program operations, admissions, finances, and the like, are submitted by colleges and universities to the State Regents as provided by law and regulation. Information gathered from surveys and reports is analyzed and utilized by the State Regents in evaluating the progress of Oklahoma higher education and in planning for its future development. The State Regents will make reports to the State Board regarding the operation of those programs for which the State Board provides supplemental funding and will share results of other research as may be appropriate and useful.

10. It is agreed that the State Board and the State Regents will work cooperatively to the end of avoiding duplication which results in an oversupply of trained manpower.

11. The Director and staff of the State Board will cooperate with the Chancellor and staff of the State Regents in a comprehensive review and assessment of the needs, status and direction of vocational, technical and occupational education in Oklahoma with the view of preparing a statewide plan for the orderly, systematic and coordinated development of programs as deemed necessary to meet the needs of the people of Oklahoma in this field of education. The plan will particularly delineate between educational programs to be offered at the secondary level and those to be offered at the postsecondary level in order that any unnecessary duplication or overlap existing will be eliminated and that this will be avoided in the development of secondary-postsecondary programs of vocational, technical and occupational education in the future.

12. Nothing in this agreement shall preclude cooperative arrangements by both parties to meet special occupational training needs of the people of the state; however, any deviation from the terms of this Memorandum will require the joint approval of both parties.

PART B—FUNDING OF PROGRAMS

1. The State Regents will budget funds for the primary support of Regents' approved technical and occupational programs of education at junior colleges, technical institutes and other institutions in the State System to the extent of financial resources available and will anticipate supplemental funding from the State Board as needed and as may be available.

2. The State Board will budget a portion of its funds received from state and federal sources for supplementing the funding of postsecondary programs of technical and occupational education offered in The Oklahoma State System of Higher Education. The number of postsecondary educational programs being offered and the number of students enrolled and receiving education in these programs at junior colleges, technical institutes, and other institutions in the State System will be taken into consideration in the State Board's determination of the amount of funds to be allotted for supplementing the funding of postsecondary programs.

3. The State Board will contract with the State Regents for the administration of the amount of funds set aside for supplementing the funding of programs. The State Regents will assume responsibility under terms of the contract to allocate the funds for supplemental support of bona fide programs consistent with federal laws and regulations and will be accountable for expenditure of the funds accordingly.

4. The State Board will provide in its supplemental funding contract with the State Regents for an amount of funds to underwrite the costs of one or more professional positions on the staff of the State Regents for the purpose of working with institutions in the promotion and development of technical and occupational education.

5. The contract between the State Regents and the State Board will be negotiated early in the spring of the year to allow for the planning and budgeting for best use of the funds by the various institutions to receive supplemental allocations.

PART C—FEDERAL PROGRAMS

1. The State Board, acting as the designated state agency for the federal Vocational Education Act of 1963 as amended, will contract with the State Regents for the administration of that portion of federal funds received for allotment and expenditure for supplemental funding of postsecondary technical and occupational education programs approved by the State Regents.

2. The State Board, acting as the state agency for administration of vocationall and technical education funds referred to in Item "1" above, will involve representation from the State Regents in the preparation of the Oklahoma State Plan for Administration of Vocational Education as it concerns postsecondary education programs. This includes representation on the State Advisory Council on Vocational Education provided for in the Vocational Education Amendments of 1968.

3. The State Regents, acting as the Section 1202 Commission provided for in P.L. 92-318, will involve representation from the State Board in developing a comprehensive statewide plan for postsecondary education. This will include representation on the State Advisory Council on Community Colleges to be established by the State Commission pursuant to Title X—Part A, and a similar advisory group to be established regarding planning for development of postsecondary occupational education provided for in Title X—Part B.

4. If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92-318 is principally for occupational education offered at postsecondary institutions (those fitting the definition of junior colleges, postsecondary technical institutes, etc.), then the State Regents functioning as the state agency for administering federal funds received for occupational education programs would, by contract arrangement with the State Board, share certain of the federal funds as appropriate for allocation by the State Board for supplemental support of programs operated by institutions under the jurisdiction of the Board (the area vocational-technical schools).

5. The State Board would, of course, be accountable for administration of the funds so shared with it by the State Regents in accordance with appropriate federal laws and regulations. The number of educational programs offered and the number of students enrolled in them (coming under the purview of Title X—Part B) would be taken into consideration in arriving at appropriate division of the state's allotment of funds to be shared with the State Board.

6. If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92-318 is principally for occupational education offered at non-postsecondary institutions, it would then become the responsibility of the State Board to function as the state agency for administering federal funds as described in Items "4" and "5" and a reverse arrangement of the contractual agreements referred to therein would prevail.

It is the purpose of this Memorandum to record certain interpretations, understandings and agreements for a close working relationship between the State Regents and the State Board and their respective administrative offices in the conduct of activities relating to technical and occupational education. It is intended that activities in this regard be carried out on a board-to-board contract basis and an office-to-office administrative relationship in order to avoid overlap, duplication, confusion and inefficiency in the planning, development and operation of programs of technical and occupational education.

We, the undersigned chief administrative officers of the two boards referred to herein, subscribe fully to the contents of this Memorandum and, with the concurrence of our respective boards, commit ourselves to cooperation and teamwork in the administrative leadership of the two agencies involved. We recommend the ratification of this Memorandum by our respective boards.

FRANCIS TUTTLE,
Director, State Board of Vocational and Technical Education.
E. T. DUNLAP,
Chancellor, Oklahoma State Regents for Higher Education.

Date March 5, 1973.
Ratified by the State Board, Leslie Fisher, Chairman.

ENROLLED SENATE JOINT RESOLUTION No. 35

(By Smith, Hamilton, Miller, Howell and Berrong of the Senate and Willis of the House)

A JOINT RESOLUTION RELATING TO TECHNICAL AND OCCUPATIONAL EDUCATION; VALIDATING MEMORANDUM OF UNDERSTANDING AND AGREEMENT OF THE STATE BOARD FOR VOCATIONAL AND TECHNICAL EDUCATION AND THE OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION REGARDING JURISDICTIONAL RESPONSIBILITIES; COMMENDING THESE TWO STATE AGENCIES FOR THIS EXEMPLARY ACT OF LEADERSHIP FOR COOPERATION AND TEAMWORK; AND DIRECTING DISTRIBUTION.

Whereas, the advance of technology over the past decade has made it essential that a greater emphasis on vocational, technical and occupational education be given in the educational programming at all levels of learning; and

Whereas, the increasing demands up [illegible] financial resources of public education make it imperative that there be a high degree of cooperation in the planning and administration of vocational, technical and occupational programs of education in order to avoid duplication of resources and to achieve the greatest return on the tax dollar invested by the people in this field of education; and

Whereas, the Oklahoma State Regents for Higher Education has responsibility for state-level planning, development and coordination of higher education including the determination of functions and courses of study, the prescribing of standards of education, the granting of degrees and other forms of academic recognition for completion of prescribed courses of study, and the allocation of budgetary resources; and

Whereas, the State Board of Vocational and Technical Education has responsibility for state-level planning, development and coordination of the area vocational-technical schools, and for promoting the development of vocational and technical education through providing consulting services in the preparation of programs and through the supplemental funding of programs; and

Whereas, these two state agencies, the Oklahoma State Regents for Higher Education, hereinafter referred to as the State Regents, and the State Board of Vocational and Technical Education, hereinafter referred to as the State Board, have subscribed to a Memorandum of Understanding and Agreement interpreting and delineating their respective jurisdictional responsibilities as set forth in the Constitution and statutes and dedicatng themselves to teamwork and cooperation in the administration of vocational, technical and occupational education in Oklahoma, now, therefore, be it

Resolved by the Senate and the House of Representatives of the 1st Session of the 34th Oklahoma Legislature:

Section 1. The Legislature takes note of the implications and significance of this historic development in the administration of affairs relating to public education in Oklahoma and validates the Memorandum of Understanding and Agreement subscribed to by these two agencies of state government.

Section 2. The term "higher education" as used in Article XIII-A of the Constitution of Oklahoma and the vitalizing statutes or the term "postsecondary education" shall mean all education of any kind beyond the twelfth grade in which students pursue study and for which the credit earned may apply toward meeting requirements for a degree, diploma, or other postsecondary academic or collegiate award, and shall also include bona fide postsecondary adult and continuing education, extension and public service education, and organized research as may be authorized by the State Regents as a part of the functions and courses of study of a member institution in the Oklahoma State System of Higher Education.

Section 3. The development of vocational and occupational education which involves manipulative skills such as machine shop, printing, carpentry, stenography and distributive education shall be accomplished primarily at the secondary level of learning in programs provided by the high schools and area vocational-technical schools under the jurisdiction of the State Board of Vocational and Technical Education.

Section 4. Educational programs in practical nursing, cosmetology and other skill-type programs requiring the completion of a certain number of clock hours of training for licensing shall be the responsibility of the area vocational-technical schools under the jurisdiction of the State Board.

Section 5. Programs in initial skill training, refresher skill training and upgrade skill training for out-of-school youth and adults shall be the responsibility of the State Board.

Section 6. It is a responsibility of the State Board to cooperate with the industrial development efforts of the state by providing special training programs to support the activity. The State Board will continue to provide this assistance in the area of initial skill training for workers to be employed in new industry locations.

Section 7. The development of technical and occupational education that is more theory oriented and requires knowledge of mathematics and/or the physical sciences for specialization in the engineering and/or scientific fields for preparation of support technician personnel such as engineering technicians, registered nurses and medical technicians, though not exclusive of other similar areas, shall be accomplished in institutions of higher education under the jurisdiction of the State Regents.

Section 8. Technical and occupational education programs to be operated at the postsecondary level must be authorized and approved by the State Regents. Programs of technical and occupational education when approved by the State Regents may be eligible for supplemental funding provided by the State Board in accordance with terms of a contract existing between the State Board and the State Regents.

Section 9. Research and planning for the further development of higher education programs is accomplished by the State Regents including reports relating to enrollments, program operations, admissions, finances and the like, which are submitted by colleges and universities to the State Regents as provided by law and regulation, and information so gathered from these surveys and reports is analyzed and utilized by the State Regents in evaluating the progress of Oklahoma higher education and in planning for its future development, provided that the information will be used by the State Regents in making reports to the State Board regarding the operation of those programs for which the State Board provides supplemental funding and the results of other research will be shared as may be appropriate and useful.

Section 10. The State Board shall make available to the State Regents manpower supply and demand data and recommend the initiation, expansion or discontinuance of postsecondary occupational education programs as need for such is indicated by the demand data available.

Section 11. The State Regents and the State Board should cooperate in a comprehensive review and assessment of the needs, status and direction of vocational, technical and occupational education in Oklahoma with the view of preparing a statewide plan for the orderly, systematic and coordinated development of programs as deemed necessary to meet the needs of the people of Oklahoma in this field of education, which state plan should delineate between educational programs to be offered at the secondary level and those to be offered at the postsecondary level in order that any unnecessary duplication or overlap existing will be eliminated and that such will be avoided in the development of secondary-postsecondary programs of vocational, technical and occupational education in the future

Section 12. The State Regents shall budget funds for the primary support of Regents' approved technical and occupational programs of education at junior colleges, technical institutes and other institutions in the State System to the extent of financial resources available and will anticipate supplemental funding from the State Board as needed and as may be available.

Section 13. The State Board shall budget a portion of its funds received from state and federal sources for supplementing the funding of postsecondary programs of technical and occupational education offered in the State System, provided that the number of postsecondary educational programs being offered and the number of students enrolled in these programs at junior colleges, technical institutes and other institutions in the State System shall be taken into consideration in the State Board's determination of the amount of funds to be allotted for supplementing the funding of postsecondary programs, and provided further that the professional staff of the State Board will be made available for technical assistance to the State Regents' staff in the development and review of postsecondary technical and occupational education programs.

Section 14. The State Board shall contract with the State Regents for the administration of the amount of funds set aside for supplementing the funding of postsecondary programs, and the State Regents shall assume responsibility under terms of the contract to allocate the funds for supplemental support of bona fide programs consistent with federal laws and regulations and shall be accountable for expenditure of the funds accordingly, provided that the State Board will include in the supplemental funding contract with the State Regents an amount of funds to underwrite the costs of one or more professional positions on the staff of the State Regents for the purpose of working with institutions in the promotion and development of technical and occupational education, and provided that the contract should be negotiated early in the spring of the year to allow for the planning and budgeting for best use of the funds by various institutions receiving supplemental allocations.

Section 15. The State Board, acting as the designated state agency for the federal Vocational Education Act of 1963, as amended, shall contract with the State Regents for the administration of that portion of federal funds received for allotment and expenditure for supplemental funding of postsecondary technical and occupational education programs approved by the State Regents.

Section 16. The State Board, acting as the state agency for administration of vocational and technical education funds referred to in Section 14 above, should involve representation from the State Regents in the preparation of the Oklahoma State Plan for Administration of Vocational Education as it concerns postsecondary education programs, including representation on the State Advisory Council on Vocational Education provided for in the Vocational Education Amendments of 1968.

Section 17. The State Regents, acting as the designated Section 1202 Commission provided for in P.L. 92–318, should involve representation from the State Board in developing a comprehensive statewide plan for postsecondary education, including representation on the State Advisory Council on Community Colleges to be established by the State Commission pursuant to Title X—Part A, and a similar advisory group to be established regarding planning for development of postsecondary occupational education provided for in Title X—Part B.

Section 18. If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92–318 is principally for occupational education offered at postsecondary institutions (those fitting the definition of junior colleges, postsecondary technical institutes, etc.), then the State Regents' functioning as the designated state agency for administering federal funds received for occupational education programs shall, by contract arrangement with the State Board, share certain of the federal funds as appropriate for allocation by the State Board for supplemental support of programs operated by institutions under the jurisdiction of the Board (the area vocational-technical schools); and the State Board shall be accountable for administration of the funds so shared with it by the State Regents in accordance with appropriate federal laws and regulations, provided that the number of education programs offered and the number of students enrolled in them shall be taken into consideration in arriving at appropriate division of the state's allotment of funds to be shared with the State Board.

Section 19. If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92–318 is principally for occupational education offered at non-postsecondary institutions, it shall then become the responsibility of the State Board to function as the state agency for administering federal funds as described in Section 17 and a reverse arrangements of the contractural agreements referred to therein shall prevail.

Section 20. It is the purpose of this Resolution to, by legislative expression, validate the Memorandum of Understanding and Agreement subscribed to by these two state agencies and signed by the Chancellor of the State Regents and the Director of the State Board under date of March 5, 1973, and ratified by the Chairman of the State Regents and the Chairman of the State Board under date of March 29, 1973, which provides that the conduct of the state's education business of a common responsibility will be carried out on a board-to-board basis and an office-to-office administrative relationship in order to avoid overlap, duplication, confusion and inefficiency in the planning, development and operation of programs of technical and occupational education.

Section 21. The leadership in developing arrangements for understanding and cooperative action between these two agencies of state government, the State Board of Vocational and Technical Education and the Oklahoma State Regents for Higher Education, should be an example for other agencies of state government for cooperation and teamwork when responsibilities of a common nature fall within the bounds of their respective jurisdictions; and the Legislature, by this expression, commends this display of cooperation by these two boards as example for the challenge and guidance of other agencies of state government accordingly.

Section 22. Duly authorized copies of this Resolution shall be sent to the Director and each member of the State Board of Vocational and Technical Education, the Chancellor and each member of the Oklahoma State Regents for Higher Education, and the head of each state agency, department, board and commission.

Passed the Senate the 12th day of April, 1973.

S. CROW,
Acting President of the Senate.

Passed the House of Representatives the 7th day of May, 1973.

SPENCER BERNARD,
Speaker Pro Tempore of the House of Representatives.

CERTIFICATION

STATE OF OKLAHOMA,
County of Oklahoma, ss:

I, Lee Slater, Secretary of the Senate of the State of Oklahoma, do hereby certify that the above and foregoing is a true and correct copy of Enrolled Senate Joint Resolution No. 35 as the same was passed by the Senate and the House of Representatives of the 1st Session of the 34th Legislature of the State of Oklahoma, the original hereof being on file in the office of the Secretary of State of the State of Oklahoma.

Witness my hand and the seal of my office at the State Capitol this 9th day of May, 1973.

LEE SLATER,
Secretary of the Senate.

Chairman PERKINS. Now, doctor, let me ask you a question.

Dr. TUTTLE. Yes, sir.

Chairman PERKINS. Last week Mr. Wayne Miller of your State—as I understand, he is head of the Oklahoma Technical Institute—testified that his institution receives only $17,000 a year in vocational education funds, which is an increase of $10,000 over the last 10 years, while that institution in the meantime has experienced an enrollment increase of almost 40 percent.

I know you referred to this situaton in your statement. But could you summarize your position in that connection?

Dr. TUTTLE. Yes, sir, I will be glad to.

Very practically, the answer to the problem is this: Up until 2 year ago, we dealt directly with the intitutions and our board funded programs. Now, at that time, Mr. Chairman, if we gave them a dollar of Federal vocational funds, the State regents of higher education subtracted that dollar from their State allocation of funds.

Now, you could see that that is supplanting State funds with Federal funds clearly, in my opinion. Also, you could see that the State board of vocational education was not very interested in allocating the money when they felt like that it was going into really the pot for the higher education system, rather than supporting the educational programs, which the money was allocated to support.

Presently, under the memorandum of understanding, we do not deal directly with those authorities. We make a contract wth the State regents for higher education, and they allocate those funds to their higher education institutions.

I am in agreement with you that I think the allocation is wrong, but I am not sure how to handle the situation.

Chairman **Perkins**. All right, let me ask you another question, both you and Mr. Brill.

Mr. **Brill**. Yes, sir.

Chairman **Perkins**. Could both of you describe to us how your State distributes your Federal vocational education funds? In other words, do you distribute these funds on an enrollment basis, or do you give extra funds to poor school districts in your respective States?

Mr. **Brill**. We do have a formula by which our GPR State funds are distributed. With respect to Federal funds, we regard these as initiative action, to stimulate local program development, therefore, we have it entirely on a project basis. Districts submit projects, they are reviewed in the light of the formula, according to the things that you mentioned, but each Federal allocation is on the basis of a project which is reviewed by a staff committee and approved according to those criteria.

Chairman **Perkins**. All right, doctor.

Dr. **Tuttle**. To answer in our State, in different areas, our higher education institutions are all State institutions, and are all funded fully by the State. So the funds going to them are in the form of a contract to the State Regents for Higher Education, and they are allocated then out to those institutions by the State Regents.

For the public high school programs, again the funds are distributed to those areas through a state formula for vocational education and total education, and that formula does consider the five categories provided for in the bill. We also, then, provide opportunities for local districts to make special applications for funds for the handicapped, the disadvantaged, cooperative vocational education, innovative funds, all of the set-asides provided for in the bill, and those funds are allocated on the basis of need, considering again those same categories, writing them into the formula.

Chairman **Perkins**. Mr. Brill, one final question.

You gave excellent testimony about the manpower and the vocational education programs, how they could be coordinated. Give us your experience, briefly, in your State of Wisconsin, how they were coordinated, and how we can go about better coordination.

Mr. **Brill**. Thank you. First of all, with regard to the MDTA programs and now with CETA we do have membership on the Manpower Council. We also have membership in each area of manpower planning region. This membership continues and our people are very active, and we have a good relationship.

Unfortunately with the demise of MDTA moving to the CETA, our enrollments did drop, I believe, by about half. At the last State board meeting, the January meeting, they adopted a policy whereby these funds could be comingled, extended the manpower-sharing revenue, and our own GPR, with district moneys, to stimulate this program and bring an otherwise federally supported program under regular program operation.

We think that this is a sound way to go, Mr. Chairman.

Chairman **Perkins**. Thank you very much. Go ahead.

Mr. Radcliffe. Mr. Chairman, I didn't quite understand, what is it you did to bring these funds together?

Mr. Brill. This is a policy just adopted by the Board. It hasn't been implemented, I can't report that it has. But the idea is that the regular state formula for funding will be involved, even though it is a CETA program.

Mr. Radcliffe. But is the vocatonal program?

Mr. Brill. Yes, our appropriated GPR will be involved extending the effectiveness of the CETA money.

Mr. Radcliffe. I am still not sure quite how you tie it in with the CETA money, which goes to the prime sponsors. Do you mean—are you using your allocation of vocational funds for vocational training under CETA programs?

Mr. Brill. Right, our reimbursement is on an FTE reimbursement.

Mr. Radcliffe. What is that?

Mr. Brill. A fulltime equipment basis. This is how our GPR moneys are distributed. What happens operationally is that the CETA money is applied to the instructional program, in lieu of the district tax base.

Mr. Radcliffe. O.K.

Mr. Brill. This makes it legal for the districts to report these enrollments to us. It comingles the money, so that it is not entirely dependent on the Federal sources, yet using the special benefits of the CETA money with respect to subsistence of the student, which we have found to be a very, very difficult thing for educators to survive.

Chairman Perkins. Thank you very much. You have been most helpful.

Without objection I want to insert in the record some questions to Dr. Tuttle submitted by Mr. Risenhoover. We would appreciate it, Dr. Tuttle, if you will supply the answers to these questions for the record.

[Questions and answers referred to follow:]

Questions Submitted by Hon. Ted Risenhoover, a Representative in Congress from the State of Oklahoma

Although you have indicated you are speaking for all State Directors of Vocational Education, I would like to ask you about the programs in Oklahoma.

1. Are you a member of the staff of the State Department of Education?

2. Would you tell the committee something of your role and how you relate to the State Department of Education and other agencies.

3. How big an operation do you have?

4. How big a budget do you administer?

5. How much of this comes from Federal Funds?

a. Vocational Educational Act?

b. CETA?

c. Other Federal?

6. Tell us about Oklahoma Vocational Technical Education:

a. How many schools do you have?

b. What is the enrollment in the Area schools?

c. How many of these students are high school graduates?

d. Are they considered postsecondary?

7. I understand you have a research contract with Oklahoma State University? How does that work?

8. How much money do you spend on Postsecondary education?

9. Do you administer these Postsecondary Programs?

10. How much money went to the State Regents for postsecondary programs?

11. I believe the bill you have expressed support for provides that 30 per cent of the funds go for postsecondary and adult programs?

12. If Congress passes such legislation will the entire 30 per cent go to the State Regents for postsecondary programs? How much will you plan to spend for adult education programs?

13. What role do the community colleges in Oklahoma play in the development of the Oklahoma State Plan?

14. The State of Oklahoma has one of the finest residential vocational schools in the country, located in Okmulgee, which the Committee may not know is in the Second Congressional District.

a. How many students are enrolled there?

b. What is the approximate operating budget?

c. How much money do you allocate for Okmulgee Tech?

d. Do you recall how much they have received in previous years?

15. One last question, Dr. Tuttle, I believe you stated that several of your counterparts in other States joined together to form a consortium to promote legislation—It that correct? Would you tell us a little more about this? How much money did you raise? Did these funds come from your Federal allocation?

16. What is the main problem you have at the present time?

RESPONSES FROM DR. TUTTLE

Mr. Chairman and Members of the Sub-Committee on Education: My name is Francis T. Tuttle, State Director of Vocational and Technical Education and I'm responding to a list of questions prepared by Congressman Risenhoover of your committee.

RELATIONSHIP TO THE STATE DEPARTMENT OF EDUCATION AND OTHER AGENCIES IN OKLAHOMA

The State Board of Vocational Education is a separate board composed of the seven members of the State Board of Education plus six other members. The State Superintendent is the chairman of this board and the State Director of Vocational Education is Executive Officer of the Board. The staff of this board is employed as members of the State Department of Vocational and Technical Education which is located in Stillwater.

THE DELIVERY SYSTEM OF VOCATIONAL EDUCATION IN OKLAHOMA

1. 400 high schools offer at least one program of reimbursed vocational education but averaging three programs.

2. Twenty area vocational and technical school districts serve areas of the state representing 80% of the population in over three hundred school districts. These districts serve secondary students and adults.

3. One residential vocational school serving statewide. Two technical institutes and 13 junior and community colleges.

OKLAHOMA'S BUDGET FOR VOCATIONAL AND TECHNICAL EDUCATION EXPENDED THROUGH THE STATE BOARD OF VOCATIONAL-TECHNICAL EDUCATION

FY 1975 budget, $20,160,303; Federal allotments, 7,328,639; Federal Grants (CETA & others), 3,294,262; Revolving funds, 400,000; State appropriations, 9,137,402.

Numbers Served.—Total enrollments: Secondary, 70,876; Adult, 47,157; Post Secondary, 9,899, total, 127,932.

Enrollments in Area Vocational and Technical Schools—Total enrolled: Secondary, 9,000; Adult, 784.

Your questions as to the number of Vocational and Technical School students who are high school graduates. The answer is not available. Are they considered post secondary students? The answer is that those who are enrolled in full-time programs are eligible to be called post secondary under your definitions of post secondary students as listed in the 1968 vocational education amendments. In Oklahoma we call them full-time adult enrollments in order to differentiate between their enrollments and collegiate post secondary enrollments.

RESEARCH CONTRACTS

Our State Board contracts through the State Regents for Higher Education for vocational teacher education with those institutions authorized by the Regents to offer vocational teacher education.

Our State Board also contracts for all technical education offered in higher education institutions.

You ask specifically about our contract with Oklahoma State University in the area of research. We use our Federal research funds and supplement this with State funds to provide our State with a "Management Information System", a planning unit, an evaluation unit, a statistical unit, and a research coordination and dissemination unit. Since our department is physically located near Oklahoma State University, it makes sense to us to use the University for this service.

Our contract with the State Regents for Higher Education is $1,241,842. This is shown in our contract which is filed as a part of my testimony.

The State Board does not administer post secondary education in Oklahoma, but contracts for supplementary support for it through the State Regents.

SUPPORT FOR POST SECONDARY AND ADULT PROGRAMS

Your question regarding a hypothetical question of "If Congress passes a 30 percent set aside for post secondary and adult vocational education—will the entire 30 percent go to the State Regents?" The answer is the State Board will make this decision, however, I would think that it would mean it would not. I would think it would be allocated to people wherever they are enrolled. I believe the funds are for people—not for *institutions*.

Who participates in the development of the Oklahoma State Plan for Vocational Education?

The State Board staff prepares the State Plan in consultation with the planning unit, local education agencies, the State Advisory Council and the general public. All this includes the State Regents staff and the State Advisory Council includes Wayne Miller, Director of OSU Tech at Okmulgee, the President of Tulsa Junior College, an executive with Panhandle State University.

OKLAHOMA STATE'S RESIDENTIAL SCHOOL AT OKMULGEE

This school is responsible to OSU and the State Regents; therefore, we do not collect all the information you ask for, but the enrollment is reported to be 2,600-2,800.

We do not allocate funds directly to this institution but to the State Regents which allocates funds to its institutions. My oral testimony before your subcommittee addressed this problem.

CONSORTIUM

Eight states formed a consortium to develop the research necessary to draft a position paper in regard to Vocational Education, including the needs, accomplishments, and recommended delivery systems. Oklahoma participated in this research study in the amount of $7,000.

MAIN PROBLEM

We need a great deal more funds to implement new programs.

It seems to me we ought to be more concerned with providing programs for people rather than providing programs for institutions or levels of education.

Chairman PERKINS. The committee will now adjourn, subject to the call of the Chair.

The committee will now adjourn until tomorrow morning at 9:30 a.m.

Thank you very much.

[Whereupon, at 12:25 p.m. the subcommittee recessed, to reconvene at 9:30 a.m. of the following day, Thursday, March 6, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MARCH 6, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education,
of the Committee on Education and Labor
Washington, D.C.

The subcommittee met at 9:50 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Ford, Meeds, Lehman, Biouin, Simon, Miller, and Hall, Quie, Buchanan, Jeffords, Pressler, and Goodling.

Staff members: John F. Jennings, majority counsel, and Richard Mosse, minority counsel.

Chairman Perkins. The committee will come to order. A quorum is present.

We are delighted to welcome here this morning, Dr. Nyquist, Commissioner of Education for the State of New York; and Dr. Addison Hobbs, State Director of Vocational Education for the State of Michigan.

Mr. MacKinnon, you have been around here several years, and I don't know of any other legislative representative who has represented the State more ably. You have done a wonderful job.

Please proceed in the way that you prefer. Without objection, your statements will be inserted in the record.

[Prepared statement referred to follows:]

Prepared Statement of Ewald B. Nyquist, President, The University of the State of New York and Commissioner of Education

Mr. Chairman and Members of the Subcommittee: I am Ewald B. Nyquist, President of the University of the State of New York and Commissioner of Education. I am pleased to have this opportunity to express the viewpoints of New York State with respect to our accomplishments and to comment on matters relating to legislative changes in the Vocational Education Act. At the outset, I would like to point out that the New York State Education Department acts as the sole agency for the administration of the Vocational Educational Education Act. In addition, the New York State Board of Regents serves as the State Board for Vocational Education, appoints the State Advisory Council, and is the Federal "1202 State Commission." The Board's authority as the State Commission complements its State statutory authority for master planning for all sectors of postsecondary education—public, private and proprietary.

IMPACT OF FEDERAL VOCATIONAL LEGISLATION ON NEW YORK

In the declaration of purposes, the Vocational Education Act authorizes funds to be used ". . . to maintain, extend, and improve existing programs . . ." as well as establish new programs. Although New York could have used the funds to assist educational agencies with the operating expenses of existing programs, we chose not to do so. Our attention has been directed to the improvement and expansion of vocational education in New York State.

In order to create change and to increase our programs, we devised a system for using Federal funds to make grants providing 100 percent of the money needed to establish new programs or to improve existing programs. In the main, the funds have been used to assist local agencies with the purchase of equipment for new programs and to pay the cost of new teachers for these programs. Agencies accepting these funds have understood that they would need to provide the operating expenses for continuation of the new programs after the initial year or two, using State and local tax levy funds. Through this system the Federal funds, which are less than 8 percent of the total funds for vocational education in New York, have a tremendous impact on changing our State program.

Each year, we establish priorities within each program purpose and direct the funds to achieve those priorities. By using the funds as incentive grants, we have provided vocational education services to more people, provided new and updated facilities for programs, and generated an increased amount of State and local funds for support of vocational education at all levels.

Of the total expenditures in New York State for all vocational education in 1965, 17 percent was Federal funds. In 1974, the percentage of the total which was Federal was less than 8 percent. Thus, in 1965, New York State spent $4.88 for every Federal dollar received and in 1974, we spent $11.94 for each Federal dollar. New York does not have a categorical appropriation in the State budget for vocational education as do some other States. The general State aid system and local funds provide support of ongoing programs. The only funds earmarked for the development and expansion of vocational education are those under the Federal act.

Our procedure of allocating funds to agencies in adequate amounts to accomplish specific purposes with clear priorities, while not requiring matching at the local agency, has served New York well.

As an example, one of our early priorities was the construction of new facilities for secondary level area centers operated by Boards of Cooperative Educational Services (BOCES). For each $1 of Federal funds, more than $5 of State and local funds have been generated for this purpose. This year, we are close to completing necessary initial construction and will not need to budget additional Federal funds for this purpose. Additions to existing buildings will be constructed without Federal support.

Since the need for large sums of Federal dollars for construction in New York State is ending, we are able to increase the amount of money to expand and improve services to adults. In addition, large sums of money have been directed to the cities for the purpose of expansion and improvement service to people in those areas. Change and improvement have been made, although we are still a long way from creating all the capacity to serve the needs of large urban populations.

The five major cities in New York State represent 37 percent of the total secondary occupational education enrollment. New York City has 30 percent of the total secondary occupational education enrollment. In 1974, 57 percent of the total vocational education allocation went to the five major cities. New York City alone received 35 percent of the funds.

In earlier days when we were building a total system to serve all parts of the State, one of our highest priorities was the establishment of a network of area facilities under BOCES. We developed area schools at the secondary level in our suburban and rural areas where school districts were not able, because of size or financial base, to operate programs independently. At the same time, we provided support for initial change and improvement in cities. Our priorities have shifted markedly in the past several years. The base program facilities are now available across the State. There are 72 BOCES area centers operating and serving more than 50,000 students each day. While these centers are not yet large enough to do the total job needed, the use of Federal funds has moved them a long way. The bulk of the expenditures for vocational education in these centers now must be borne by State and local monies because of the low level of Federal vocational education funding.

New York settled a long time ago on the concept that the two-year college system, with 44 community and agricultural and technical colleges, would be the primary delivery agent for postsecondary vocational education. Neither the State nor public school districts operate postsecondary technical institutes or area schools in competition with the established two-year colleges. We believe that this approach assures that quality programs will exist and that duplicative effort will be minimized.

On the basis of policies indicated above, illustrated by some examples, we have made significant improvement and expansion of vocational education in New York State through Federal resources.

Enrollment in occupational education at all levels has increased from 521,000 in 1963 to 812,000 in 1974. Total enrollment is expected to reach almost 973,000 by 1979. The following table illustrates the growth by level.

	1963		1974		Percent growth 1963-74
	Enrollment	Percent of total	Enrollment	Percent of total	
Secondary	321,000	62	511,000	6[illegible]	59
Adult	178,000	34	227,000	28	28
Postsecondary	22,000	4	74,000	9	236
Total	521,000	100	812,000	100	

From 1963 to 1974, the postsecondary level has experienced the greatest change, a 236 percent growth. Their percentage of the total enrollment in vocational education has increased from 4 percent to 9 percent.

The enrollment of disadvantaged and handicapped students in occupational education programs was not reported in Fiscal Year 1963. However, between 1968 and 1974, combined disadvantaged and handicapped enrollments at all levels increased by almost 575 percent, from 29,000 to 195,000. By 1979, this enrollment should be approximately 230,000.

Since 1963, significant changes have occurred in occupational education priorities and, consequently, in program directions. Prior to the Vocational Education Amendments of 1968, Federal, State and local funds were primarily used to increase the availability of a diversified occupational education program for all segments of the population. Emphasis was placed on developing a network of BOCES area centers which allowed persons in all areas of the State access to a variety of occupational training programs. Within program areas, special consideration was given to expanding the number and breadth of occupational courses, based on existing and anticipated manpower opportunities.

While expanding the number of occupational facilities and program offerings continued to be a priority after the enactment of the Amendment of 1968, at that time Congress mandated that increased emphasis be placed on meeting the needs of specific groups of people. Special efforts were made to design and implement programs and services responsive to the needs of the disadvantaged, handicapped and adults and out-of-school youth. Development of cooperative work experience programs and, particularly, consumer and homemaking education offerings in economically depressed areas, were other Federal funding priorities during this period.

Currently, emphasis in New York State is placed on implementing the goals of the attached Regents Position Paper on Occupational Education, particularly those aspects dealing with elementary and early secondary students' needs for career education, continuing to increase the availability of adult occupational offerings, furthering the growth of programs and services in urban areas, and improving the quality of occupational education programs.

During the past ten years, the growth and development of course offerings has provided students with additional opportunities in emerging employment fields.

In 1963, of the 420,000 students enrolled in occupational education programs exclusive of consumer and homemaking education, almost 70 percent were in office education. Trade and industrial education accounted for 22 percent of the enrollments and the remaining 8 percent were enrolled in the occupational program areas of agriculture, distributive, health occupations, home economics, and technical education. By 1968, the office education enrollment increased numerically to 274,000; however, it was decreasing as a percentage of the total. Other program areas began to show significant growth. In health occupations education, for example, enrollments increased from 2,000 to 14,000. Enrollments nearly tripled in technical education, and trade and industrial education increased by 43 percent.

Enrollments continue to grow, particularly those occupational fields with critical manpower needs. Health occupations education enrollments are experiencing considerable growth. Program areas exclusive of office education comprised a greater portion of total enrollment, demonstrating constant efforts to diversify training opportunities. It is anticipated that similar trends will continue through 1979, as course offerings within each of the program areas are developed and expanded.

Significant change and progress has been made in vocational education during the 12 years of the Vocational Education Act. The Act permitted us to move from the rigid program based on the legislation of 1917 and 1946. In 1963, and to an extent again in 1968, there was a need for mandatory expenditures for specific purposes. The States then needed Federal direction and leadership. In these past 12 years, State programs have increased in both quantity and quality. Our review of the current legislation indicates that it has become complicated and built upon mandates and requirements not always reflective of the most pressing problems of the States.

I believe we are now at a point where the States, if given simplicity and flexibility in Federal legislation for vocational education, have the capacity to carry through Federal objectives with minimal Federal strictures.

PROPOSED NEW FEDERAL VOCATIONAL EDUCATION ACT

I would like, therefore, to offer our suggestions for simplifying and consolidating the Vocational Education Act.

Title I would include general provisions: a statement of purpose, authorizations, allotment formula, sole agency requirements, National and State Advisory Councils, planning and evaluation requirements and definitions.

Title II would provide for program services for three educational levels—elementary and early secondary programs, secondary programs, and post secondary and adult programs.

Title III would provide support services and include research and development, innovation, curriculum development and personnel training.

The legislation would provide authorizations increased significantly beyond those in current legislation; particularly for program services. Programs and enrollments have increased substantially in all of the States. At the same time, however, costs have risen. Programs that depend on Federal funds are in jeopardy because sufficient dollars are no longer available to maintain current service levels. In New York State, this is particularly true of programs for adults.

Federal funds should be distributed on the basis of population. If a single population figure is not acceptable, I suggest the use of several population age groupings, with a percentage of the State's allotment calculated on each group. (This is similar to the basis for state allotments in several parts of the current Act.) The proposed formula should apply to program services described in Title II and also to Title III activities. We also recommend that the current State matching requirement be dropped. Present matching requirements are not necessary because the States are spending four dollars for every dollar of Federal funds available.

The sole administrative agency provision should be continued. No provisions should be included which will permit more than one state agency to administer only part of the statue.

We propose the continuation of the National and State Advisory Council provisions. We believe they should remain as presently established, including the appropriations for their operation. The current responsibilities of the advisory councils are not expanded. They should not be given planning and administrative functions. We urge that the advisory council be just that—advisory.

Coupled with simplicity and flexibility in the new Act must be strong requirements for planning and accountability. We urge inclusion of a state plan requirement. A long-range and annual plan should be submitted each year to the U.S. Office of Education for review and approval. A strong planning requirement with sufficient arrangements for review and public hearing justifies the elimination of the present mandated setasides or categories for special target groups or purposes. Funds should be appropriated specifically to carry forward the planning functions.

With respect to program services, we recommend a reduction in the number of specific purposes from ten in the present Vocational Education Act to three major categories: elementary and early secondary, secondary, postsecondary and adult programs. We suggest that the elementary and early secondary education purpose be described as in the language of section 1056 (b)(1)(D) of Part B of Title X of the Education Amendments of 1972. This language describes the establishment of career education concepts in the elementary and early secondary schools. Most of the States have begun to develop multiple versions of career education, and this should be continued. Under this provision, States would be permitted to identify amounts of funds necessary to implement career education concepts according to their priorities.

The current language under Part B, Section 122, Purpose (1) of the Vocational Education Act adequately described the secondary education level purpose.

The separate postsecondary and adult education purposes should be combined. This will permit greater flexibility and minimize confusion over who is a postsecondary student and who is an adult student. It would provide the States leeway in making priority and budgeting decisions. The current mandated setaside for postsecondary institutions has done its job in developing the commitment of community college and other postsecondary institutions toward the delivery of adequate educational programs. In the future, the States need no minimum mandate here.

The current Act has categories for expenditure for the disadvantaged and handicapped, cooperative education, home economics, construction of facilities, and other purposes. We suggest that, either in the definitions contained in Title I or in the body of Title II, the Act should provide that funds may be used for these purposes: programs for disadvantaged and handicapped, cooperative education, work-study, consumer and homemaking education, construction of facilities, guidance services, contracts with private schools, teacher education, bilingual programs, curriculum development, research, evaluation, Statewide technical assistance, and State and local administration. There would, however, be no amount appropriated for each purpose. The distribution of amounts for the purposes would be set forth in each State Plan.

By using this system, planning can be done in a logical way without mixing program levels and population groups or program activities. The present State Plan format recognizes this flexibility, but the law does not.

The proposal to set authorized expenditures within the three major program service levels would place responsibility on the State to assure, through its planning efforts, that adequate attention will be paid to programs for disadvantaged, handicapped, and other persons by level. Determination of how much money would be spent on a particular population group should be justified by the State in its plan. Accountability provisions would assure that monitoring by the Office of Education was carried out in accordance with approved plans.

With respect to support services, we recommend that Federal funds be available for these activities: research and evaluation, innovation, and curriculum development. In addition, we propose the inclusion of the present provisions for professional training under the Education Professions Development Act, Part F. We believe that the funds should be allotted without a matching requirement. The areas represented in support services categories are intended to encourage State and local agencies to develop new approaches. In our experience, to accomplish this objective, agencies must not be required to generate a portion of the funds at the outset. If developmental activities are demonstrated to be successful, their costs will be picked up by the agencies themselves. In most instances, transporting successful demonstration activities is not as costly as the original developmental cost.

In summary, we urge the Congress to pass a bill that will provide a Federal focus on the needs of people in all States for increased opportunities for occupational preparation and, at the same time, enable the States to address individually the particular needs of their population for occupational education programs.

May I comment on two additional items I believe of interest to the Committee.

COMMENT ON SEX STEREOTYPING

Sex stereotyping in occupational education programs has been a particular concern to our agency. In the past few years, we have taken some positive steps to deal with the problem. For example, while visiting occupational education program offices, our supervisors are required to monitor local programs for possible sex discrimination. Most recently, we have threatened to stop payment of Federal vocational education funds for a project in which we believe there is a discrimination on the basis of sex in the operation of the program. As a part of our ongoing informational services to the local districts, we make it a point to distribute articles that could help break down sex stereotyping. In addition to these activities, we have sent memoranda to occupational education program directors which urge the removal of sex stereotyping, outline a series of steps that can be implemented, and advise that we will be closely reviewing their programs in this connection.

COMMENT ON STATE TECHNICAL ASSISTANCE AND ADMINISTRATION

It is my understanding that some concern has been expressed with respect to the amount of Federal vocational education funds used by State agencies for administrative costs. If I understand the issue, there is a belief that States use too much of the allocation for such purposes and thereby shortchange the localities. The fact that the Vocational Education Act has no limit on the amount of money which can be used for administration is compared with the fact that various percentages of funds are permitted for administrative costs in other Federal programs.

There is some danger in comparing percentage limitations for State administration of various Federal programs. Even size of gross allocations cannot be a good basis for considering how much might be needed. I assure you that we are having difficulties in some of the Federal programs because of maximum percentages.

The Vocational Education Act is broad and comprehensive with many aspects and many requirements, including the development of an annual and long-range plan, project management, supervision, programs at many levels or for a variety of population groups. It includes special categorical sections and purposes which require a wide variety of staff responsibilities. The establishment of a fixed percentage maximum for State administration would damage the quality of programs and have a detrimental effect on maintaining effectiveness and accountability.

When the Vocational Education Act was first enacted, we determined that we would do everything to keep Statewide technical assistance and administration costs for vocational education low. This has been done consistently. With ever-rising costs, we have had to make adjustments and pare our efforts to the minimum. We have not increased the size of our staff and, in fact, in some places reduced it or kept positions vacant in order to stay within our self-imposed limits. We have done this even in light of no significant increase in our annual Federal allocation during the past several years when costs increased very rapidly.

There are 164 professional and clerical positions in our office of Occupational and Continuing Education. Of this number, 97 are professional and 67 are clerical. By source of funds, 79 positions (48 professional and 31 clerical) are paid with State funds; 11 positions (5 professional and 6 clerical) with adult education funds; 18 positions (10 professional and 8 clerical) supported with CETA funds, and 56 positions (34 professional and 22 clerical) are supported with Vocational Education Act funds.

In addition to the 56 positions supported with Federal vocational education funds within this office, an additional 46 positions (26 professional and 20 clerical) are supported with vocational education funds and are located in other units within the Education Department.

No additional positions have been created within the Education Department chargeable to vocational education funds since 1970. As new functions have been identified, existing positions have been reclassified to provide new services.

It has been the practice of New York not to locate all support services in the office of Occupational and Continuing Education, but rather to use existing special services units such as curriculum development, guidance, finance and facilities planning, by supplementing those units with additional positions necessary to carry out work directly related to vocational education.

This system provides use of a larger staff to impact in the needs of vocational education. As an example, the Division of Educational Facilities Planning has a staff of educators, architects and engineers, all of whom assist in the process of review and approval of construction projects for vocational facilities. The total staff in this division contain 16 professionals, only one of whom is paid with vocational funds; the remainder are supported with State funds.

The following table displays the amount of basic grant funds used each year for Statewide technical assistance and administrative purposes:

ANALYSIS OF STATEWIDE TECHNICAL ASSISTANCE AND ADMINISTRATIVE COSTS UNDER THE VOCATIONAL EDUCATION ACT AS A PERCENT OF TOTAL PART B BUDGET

Fiscal year	Percent of total budgeted	Percent of total actual
1975	9.93	NA
1974	9.57	8.69
1973	9.71	8.11
1972	8.92	8.50
1971	9.95	9.35
1970	7.71	6.61

A much more important matter relating to administrative costs is a burden and does remove from direct program service a substantial amount of money which otherwise would go for program support. I am referring to the Executive Order which permits an agency to establish a percentage of its allocation or grant which it may use as it sees fit for so-called indirect costs attributable to the receipt of Federal funds. These costs range anywhere from five percent in some public school district to better than 50 percent with universities and research agencies. I submit that this issue is of more significant concern, since these funds are not going for program-related costs and have *no accountability* attached to them. Perhaps the indirect cost process should be studied to determine if it should continue.

New York State is deeply committed to continued expansion of a total system of vocational education to assure that the occupational preparation needs of our people are met. This includes the extension to all school districts of successful career education models now being tested in 24 locations, including New York City; the improvement of our secondary school program in both the cities and the area centers; a stronger emphasis on preparation for technical occupations in the public and private colleges; and the availability of training, retraining and upgrading of adults in a completely reactive fashion.

Federal funds under the Vocational Education Act have assisted significantly in achieving that which we now have. The support of the Congress for continued and, hopefully, increased funds—coupled with improved legislation that will permit the States to meet their priorities more quickly—will be of great assistance.

NOTE ON APPENDICES

We are submitting with this statement five appendices: a statistical narrative describing the status of vocational education in New York, including a description of the populations served and information based on our followup studies of completors of programs at all levels; illustrations of exceptional and model occupational education programs in the State; a brief discussion of some issues raised concerning mandated set asides; a memorandum from the New York State Education Department to the Directors of Occupational Education in the State concerning steps to eliminate sex stereotyping; and a copy of the New York State Board of Regents Position Paper on Occupational Education (position paper in Subcommittee files).

CHARACTERISTICS OF NEW YORK STATE'S CURRENT VOCATIONAL EDUCATION PROGRAMS[1]

During the 1973-74 school year, more than 618,000 students were served in secondary, postsecondary, and adult occupational education programs in the public local educational agencies (LEAs), in the area occupational education centers operated by the Boards of Cooperative Educational Services (BOCES), and at the public two-year colleges and educational opportunity centers throughout New York State. This school year's occupational education enrollment surpassed the previous year's total occupational education enrollment by more than 48,000 students, a growth rate in excess of 8 percent. A significant factor in this continued growth was the availability of Federal assistance under the Vocational Educational Amendments of 1968 (VEA).

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[1] Enrollment statistics do not include consumer and homemaking education.

SECONDARY LEVEL PROGRAMS

Secondary occupational education programs served 386,839 students. Thirty-eight percent of the occupational education students at the secondary level were enrolled in the six major cities of the State—New York City, Buffalo, Rochester, Syracuse, Yonkers, and Albany. Outside of the major cities, 184,834, or 48 percent of the total secondary occupational education enrollees, were served in programs operated by LEAs, and 56,486, or 14 percent of the total secondary occupational education enrollees, were served in programs operated by the BOCES. It is significant to note that 77 percent of the LEA occupational enrollment was in business and office education programs, which are a standard part of the curriculum in nearly every secondary school of the State. Excluding business and office education, 55 percent of the occupational education enrollees outside the six major cities were served by BOCES. Secondary occupational education enrollment at BOCES increased by nearly 12 percent from 1973 to 1974, reflecting the trend toward sharing of resources and services among school districts which find it educationally and/or economically unfeasible to offer a comprehensive occupational education program.

PROGRAMS FOR ADULTS

At the same time, there were 157,104 adults served in occupational education programs in the recently concluded school year. Of the 113,573 adults enrolled in occupational education programs at the secondary agencies, the six major cities accounted for nearly 61 percent of the total adult enrollment, more than 71 percent of the adult supplementary students, and greater than 78 percent of the adults receiving related instruction as apprentices. Nonetheless, BOCES increased its relative share of the total number of adults enrolled in occupational programs at secondary agencies to 26 percent, while other LEAs served the remaining 13 percent. The adults served outside of the secondary agencies included 40,070 persons enrolled in part-time degree and nondegree occupational programs at public two-year colleges, as well as an additional 3,462 adults enrolled in part-time and full-time nondegree occupational programs at the educational opportunity centers.

POSTSECONDARY LEVEL PROGRAMS

Community colleges and two-year agricultural and technical colleges served 74,197 students in full-time degree and nondegree occupational programs. This is nearly a 15 percent increase in enrollment over the previous school year, with almost 97 percent of these occupational education enrollees in degree programs.

CHARACTERISTICS OF PERSONS SERVED

The distribution of enrollments among occupational program areas reveals a significant concentration in business and office educations at all levels of study. Fifty-six percent of the total secondary occupational enrollment was in business and office education. Trade, industrial, and service programs accounted for an additional 27 percent, while the remaining 17 percent was distributed among the other five program areas—distribution, technical, health, agriculture, and home economics. Adult enrollees were concentrated in the same two program areas. Forty-five percent of all adult occupational education students were enrolled in trade, industrial, and service programs and 33 percent in business and office programs. Post-secondary students were more evenly distributed among the seven program areas, although business and office education accounted for almost one-third of all occupational enrollees at that level.

Secondary occupational education enrollments were 58 percent female. This was due primarily to high female enrollment in business and office programs, which were 78 percent female. Females also accounted for more than three-quarters of the enrollment in health and home economics programs, while males dominated trade, industrial, and service; technical; and agricultural programs. Enrollments in occupational education programs at the BOCES were 60 percent male.

Of the total number of adults enrolled at secondary agencies, 63 percent were male. Apprentice programs, in particular, were made oriented; more than 90 percent of the adults receiving related instruction as apprentices were male. Moreover, 55 percent of those adults receiving occupational education on a part-time basis at public two-year colleges were male. Overall, males accounted for 60 percent of the total number of students who received occupational education at the adult level.

Postsecondary occupational programs also served a majority of males. Unlike the secondary and adult levels, postsecondary business and office programs served about as many males as females. Enrollment in the next largest program, health occupations, was 81 percent female. However, 53 percent of total postsecondary occupational enrollments were made.

Minority group participation rates in secondary occupational education programs were consistent with their representation in the entire secondary public school enrollment. Blacks accounted for 14.75 percent of secondary occupational students and 14.05 percent of the total public secondary school enrollment, grades 9–12. Overall, minority group members (Blacks, Spanish-surnamed Americans, American Indians, and Orientals) represented 25.2 percent of the secondary occupational enrollment and 22.6 percent of the total public secondary school enrollment.

Adult programs offered at secondary agencies enrolled a slightly higher proportion of minority group members—27.6 percent. Combining these adults with the adults served in occupational education programs at the urban centers and on a part-time basis at public two-year colleges, minorities represented 23.1 percent of the total adult occupational education enrollment. However, in adult programs providing related instruction for apprentices, only 8.8 percent of the students were minority group members. Only 6.9 percent of postsecondary occupational education enrollees at public two-year colleges were reported as members of minority groups, although minorities represented 18.5 percent of the total postsecondary enrollment at public two-year colleges.

Minority group enrollments in occupational education programs were concentrated in the six major cities. Eighty-five percent of the secondary minority group enrollees and 93 percent of the adult minority group enrollees were served in these cities.

PROGRAMS FOR SPECIAL NEEDS STUDENTS

Special needs students, requiring special programs or supplementary services in order to succeed in occupational education, comprised about 26 percent of the total secondary occupational enrollment. During the 1973–74 school year, 92,200 disadvantaged and 8,066 handicapped students were served in occupational education program offerings. Of the total number of disadvantaged and handicapped enrollees in secondary occupational education, most were served in the six major cities—83 percent of all disadvantaged enrollees were served in these cities, while 72 percent of all handicapped enrollees also received their instruction in the six major cities. Of the handicapped students served outside the six major cities, 65 percent were served in the BOCES programs.

Adult and postsecondary occupational programs served a lower proportion of special needs students. About 9 percent of the adult students receiving occupational education at secondary agencies were disadvantaged, with 80 percent of these adults being served in the six major cities. Nearly 95 percent of the educational opportunity center enrollment, however, were disadvantaged. Overall, about 10 percent of all adult students enrolled in occupational education programs were disadvantaged. Approximately 8 percent of the postsecondary students enrolled in occupational education programs were disadvantaged. Handicapped students accounted for .4 percent of the adult enrollment and .8 percent of the postsecondary enrollment.

Disadvantaged enrollments were most concentrated in health occupations programs at the secondary level. Over a third of the secondary health occupations enrollees were disadvantaged. The distribution across the seven program areas of postsecondary and adult disadvantaged students, as well as handicapped students at all levels, is roughly coincident with the distribution of general students.

COOPERATIVE WORK EXPERIENCE PROGRAMS

Cooperative work experience programs served 20,203 occupational students during the 1973–74 school year. This increase in enrollments resulted in a growth rate in excess of 18 percent over the previous school year. About 4.2 percent of secondary and 5.6 percent of postsecondary fulltime degree occupational students participated in cooperative programs. At the secondary level, most cooperative students were enrolled in trade, industrial and service, or business and office education programs; 31 percent in trade, industrial, and service programs; 28 percent in business and office education programs. Cooperative programs in distributive education, however, accounted for the largest share of the total enrollment in any individual secondary level program area, 23 percent. This was again true at the postsecondary level; cooperative distributive education program enrollments equaled nearly 29 percent of the total full-time degree enrollment in that program area.

FOLLOWUP OF OCCUPATIONAL EDUCATION STUDENTS

One of the most important measures of occupational education is the ability of its graduates to secure and hold jobs in the occupational field for which they are trained. Currently, the Reporting and Evaluation System for Occupational Education (RESOE) requires followup surveys of those students who complete occupational programs at each of the various levels of study in order to determine, among other things, whether individuals have been employed in occupations for which they were trained. During Fiscal Year 1974, data concerning the employment status of students who completed occupational education programs in the 1972–73 school year were collected and summarized.

In 1972–73, more than 128,000 individuals completed occupational programs at the secondary, postsecondary, and adult levels of study in public educational institutions across the State. These individuals constituted the potential supply of trained workers prepared through occupational programs to enter the labor force. However, 36,721 individuals were known not to have been available for placement for various reasons. Over 68 percent of these persons were electing to continue their education and will presumably enter the labor force at a later time. At the same time, 60,638 individuals responded that they were available for placement. Of this actual known supply, 35,233 individuals secured jobs in fields related to their occupational training, while 18,653 others accepted employment in fields unrelated to their occupational training. There were another 6,752 persons who were actively seeking employment but remained unemployed at the time they were surveyed. Also excluded from these status groupings are 30,948 individuals who completed occupational programs but whose status is unknown because they could not be located or did not complete and return survey questionnaires.

COMPLETIONS AT SECONDARY, POSTSECONDARY AND ADULT LEVELS

Secondary occupational education programs were completed by 90,622 students. Of this total, 30,588 individuals were not available for placement, 70 percent of them because they were continuing their education. However, 40,532 trained persons were available for placement in business and industry. Altogether, nearly 88 percent of these labor force entrants obtained employment while the remaining 12 percent were reported as seeking employment at the time of the survey.

Followup information at the adult level is collected for adults enrolled in preparatory programs only. The assumption is that these adults are preparing themselves for employment in a new field; whereas, those adults enrolled in supplementary programs presumably have jobs already and are seeking improved competence and/or advancement in their present fields. There were 20,518 adults who completed occupational programs on a preparatory basis. Secondary agencies accounted for 95 percent of adult preparatory completions, while the educational opportunity centers recorded the remaining 5 percent.

Community colleges and two-year agricultural and technical colleges had 17,167 occupational students complete programs. More than 93 percent of these completions were in full-time degree programs. Of the 8,270 known individuals who actively sought employment upon completion of an occupational program at this level of study, more than 80 percent secured full-time jobs in an occupation related to their training. Another 12 percent accepted employment outside of their training, while less than 7 percent remained unemployed at the time of being surveyed despite actively seeking employment. There were 3,237 known persons completing occupational programs at this level who were not available for placement, 85 percent of whom indicated continuing education as their reason for non-participation in the labor force at this time. Nearly one-third of the total postsecondary completions were of unknown status.

CHARACTERISTICS OF STUDENT COMPLETIONS

The distribution of completions among program areas at all levels of study parallel the distribution of enrollments at each respective level of study.

Total secondary completions were 58 percent female, approximately the same share as that of total secondary enrollments. Females accounted for more than three-quarters of the completions in health, home economics, and business and office education; while male completions were concentrated in the remaining occupational program areas. The percentage distribution of males and females among each of the various status groupings identified in the followup survey were approximately equivalent. Each sex, assessed individually, revealed labor force participation rates of nearly 45 percent. Of these labor force entrants, females as a group displayed a greater likelihood of being employed full-time in related fields despite having a slightly greater incidence of being unemployed. At the same time, males entering the labor force more commonly accepted full-time employment in an unrelated field after completing occupational training.

Overall, completions at the adult level were 55 percent male. Completions at this level are not as heavily weighted with males as are enrollments, due to the exclusion of supplementary and apprentice program completions from the followup survey. Characteristics of individuals who have completed occupational programs at secondary agencies and educational opportunity centers differ to the extent that any consolidation of the two distort actual relationships within each of the respective aggregates.

Approximately 56 percent of those adults who completed preparatory occupational programs at secondary agencies were male. Moreover, nearly 67 percent of these males entered the labor force, while only 45 percent of female completions elected to participate in the labor force. However, equivalent percentages of both male and female entrants into the labor force secured full-time employment in a related field, while males were twice as likely as females to obtain full-time employment in an unrelated field. This, in part, was influential in producing an adult male unemployment rate of 6 pecent as opposed to 18 percent for females.

More than 75 percent of total completions of occupational programs offered at educational opportunity centers were female. Of the total number of completions, approximately 75 percent of each sex entered the labor force. Again, males and females were equally likely to secure full-time employment in a related field, and again, males were more likely than females to obtain employment in an unrelated field. This also was reflected in the female unemployment rate of nearly 22 percent, twice that of their male counterparts.

Total postsecondary completions were 54 percent male. At this level, females were slightly more likely than males to enter the labor force, as well as to secure full-time employment in a related field. Males, however, were twice as likely to obtain employment in an unrelated field and had an unemployment rate slightly lower than the female rate of 3.5 percent. Of the individuals not entering the labor force, three times as many males as females elected to continue their education.

At the secondary level, minority group members accounted for 5.5 percent of total completions. Specifically, Blacks represented 4.3 percent of all secondary completions. Nearly 60 percent of all minority group members who completed occupational courses at the secondary level were female. Almost 56 percent of these females entered the labor force, while 52 percent of all male completions participated in the labor force as well. Approximately 60 percent of both male and female minority group members who elected to enter the labor force secured full-time employment in a related field. Minority group members who were unemployed constituted a little more than 10 percent of those available for placement for both males and females.

At the adult level, minority groups accounted for more than 12 percent of total completions, while Blacks constituted two-thirds of this percentage. Male and female shares of completions were approximately equal. Adult males registered a 65 percent labor force participation rate, while females scored 59 percent. Nearly 55 percent of female entrants secured full-time employment in a related field, compared with 38 percent of male participants. The unemployment rate of female minority group members was 22 percent; males fared slightly better with a 15 percent rate, reflecting once again the greater likelihood of males obtaining employment in an unrelated field.

Completions of occupational programs by minority group members accounted for 7 percent of the total completions at the postsecondary level. More than 63 percent of females and 53 percent of males participated in the labor force upon completion of their occupational training at the public two-year colleges. Nearly 85 percent of both male and female labor force entrants obtained full-time employment in a related field. Even more significant is that the unemployment rates of male and female minorities were only 3 percent respectively at this level of study.

PROGRAM COMPLETIONS BY SPECIAL NEEDS STUDENTS

More than 18 percent of the total secondary completions were comprised of students with special needs, the disadvantaged and handicapped. Approximately 43 percent of those students with special needs who completed occupational programs entered the labor force. More than one-half of these labor force entrants secured full-time employment in a related field. Another 20 percent became unemployed, while the remainder found employment in an unrelated field or on a part-time basis. Of those not entering the labor force at this time, more than 80 percent are continuing their education.

Adults with special needs accounted for nearly 19 percent of all adults who completed occupational programs. These adults had a labor force participation rate of nearly 68 percent and an unemployment rate of 12 percent.

Approximately 5 percent of the total postsecondary completions were persons with special needs. Nearly 93 percent of those individuals with special needs who completed did so in degree programs. Almost 50 percent of those special needs students who completed programs at this level entered the labor force. Nearly 80 percent of these labor force entrants obtained full-time employment in a related field, while 5 percent became unemployed.

COMPLETIONS IN COOPERATIVE WORK EXPERIENCE PROGRAMS

Cooperative work experience programs were completed by 8,841 students at the secondary and postsecondary level. Approximately 9 percent of the total secondary completions were in cooperative work experience programs. The majority of secondary cooperative program completions occurred in business and office education; distributive education; and trade, technical, and service programs. At the secondary level, nearly 61 percent of those known to be available for placement were employed full-time in a related field. However, nearly 10 percent of those students who completed secondary cooperative programs and were known to be available for placement were not employed at the time of the followup survey. Approximately 3 percent of the total postsecondary completions were in cooperative work experience programs. About 70 percent of postsecondary cooperative programs completions occurred in distributive education programs. Nearly 77 percent of those individuals completing postsecondary cooperative programs and known to have been available for placement were employed full-time in a related field. Moreover, only 1.5 percent of those known to be available for placement were unemployed at the time of the followup survey.

APPENDIX B

ILLUSTRATIONS OF EXCEPTIONAL OR MODEL PROGRAMS

SECONDARY

Occupational learning center

Syracuse City School District, 409 West Genesee Street, Syracuse, New York 13202.

The Occupational Learning Center is a new concept which represents an alternative program for secondary youth leading to a high school diploma and preparation for the world of work. The program is designed to serve the unmet needs of the most disadvantaged and disaffected students who are not able to succeed in the regular school program. Students referred to the Occupational Learning Center fall into one or more of the following categories: unable to succeed in regular school program as evidenced by failure and nonattendance in class; achieving at least two or more grades below high school grade level placement, especially in reading and math skills; dropouts and potential dropouts who can only be served by an alternative educational program; negative self concept and/or disaffection from anything relating to the future; home situation, environmental conditions, criminal record, and other personal factors that necessitate intensive individual attention; behavior ranging from apathetic to violently disruptive.

Students receive an individualized occupationally oriented program of instruction in out-of-school centers. This interdisciplinary instruction is combined with actual work experience and/or occupational training. Emphasis is concentrated on the basic skills of communication, computation, citizenship, scientific awareness, occupational orientation, and career preparation. Every effort is made to assess the students' needs and provide encouragement and assistance sufficient to ensure success in continuing a career oriented educational program. Progress is continuous so that each student can proceed as slowly as he needs or as rapidly as he is able. Occupational guidance and intensive personal counseling helps students better understand themselves and make more realistic career choices.

Housing renovation technology

Rochester City School District, 13 Fitzhugh Street, Rochester, New York 14614.

This program served 155 students in a housing renovation technology program and 67 students in a work experience program during the 1973–74 school year. These students were male and female 16–21 year old non-high school graduates (high school dropouts or potential dropouts). The program aims to use the dynamic of work and/or simulated work experience to show the high school dropout the necessity of returning to an educational setting to acquire the basic reading and mathematical tools needed for getting a job and maintaining and advancing in a job. The program is able to function through the sponsorship and cooperation of industry and education—Rochester Jobs, Inc. and the Rochester City School District.

A local industry granted a leave of absence to four tradesmen during the year, allowing them to serve as housing renovation instructors for the program. The combination of the housing renovation instructors and the academic classroom teachers tends to develop within the student working capabilities—both attitudes and skills that enable him to begin or expand career possibilities in the working world. On-the-job housing renovation training is reinforced in the classroom and classroom academic work is reinforced on the work sites.

Students are referred to the program from Rochester Jobs, Inc., parole and probation officers, New York State Urban Homes (New York State Division for Youth), settlement houses, social welfare agencies, schools, other program participants, New York State Employment Service, YMCA and YWCA, FIGHT, and Rochester Housing Authority, as well as other community agencies. Forty-two percent of the students enrolled are from minority population groups. They have a 70 percent attendance average in the program. Based upon past research on a comparable group of students this represents an increase of about 100 percent when compared to their attendance at the last school attended.

Grape farming project for handicapped students

Chautauqua County BOCES, P.O. Box 250, Fredonia, New York 14063.

A 5-year agreement was reached with a local owner to work 15 acres of grapes as an educational experience for handicapped students over a 5-year period. Chautauqua County ranks as one of the leading grape producing areas in the State, and as a result, local grape farmers have indicated a need for help trained in the grape production occupations. This project allows handicapped students to receive training in the various skill areas associated with grape farming by actually managing a 15 acre grape farm. Each student, depending on his or her abilities, tying, pulling brush, post setting, wire stretching, cultivating, etc., through harvesting. Aside from undergoing a unique experience, the students develop skills in a shortage area and thus become employable.

Approximately 40 students took active part in this project in the past year. Handicapped students worked with the regular occupational students in the bookkeeping aspects of the project; students in the agricultural mechanics course aided them in the utilization of farm equipment and worked with the handicapped in the vineyard, instructing them in the operation and safety aspects. Area farmers loaned equipment; personnel from the Cornell Grape Experimental Station and the Kraft Food Company provided advice and aided in the training of the students. The project demonstrated how community resource people, administrators, teachers, and pupils can work together to provide a valuable program to meet student and community needs.

Work experience for handicapped

Steuben-Allegany BOCES, P.O. Box 831, Bath, New York 14810.

The unique feature of this program, serving 90 physically handicapped and educable mentally retarded secondary youth, is community involvement in all phases of training. In addition to receiving classroom training, first year students join supervised "crews" and perform such work as painting, household cleaning, and yard work for private individuals and nonprofit organizations. Small donations received from the jobs in private homes go into the recreation fund, which is used to provide a "recreation day" every 6 to 8 weeks. This leisure activity is especially important, since these students rarely join sports programs or clubs in their home schools. In the second phase, students made out job applications, go through actual interviews, and take part-time jobs. In the third phase, the students work in training stations within the community. Students spend 10 weeks in each job situation and are paid for their work. The second and third phases of the program are supervised by a work experience coordinator.

Prevocational orientation program

Syracuse City School District, 409 West Genesee Street, Syracuse, New York 13202.

This prevocational program was designed to serve a target population of 200 potential dropouts from nine junior high schools. The Syracuse schools and the Upstate Medical Center cooperated in bringing these students into closer contact with the "world of work" before they were required to make definite career choices. Guidance personnel at each junior high school selected the students to be enrolled in a 2-week half-day program at the hospital. The students were tested to determine their occupational preferences and potential.

Each day the participants visited a different work setting for the purpose of observing employees functioning in a variety of jobs, including technicians, secretaries, nurses, electricians, masons, and librarians. The students were able to discuss a variety of topics with the workers such as job assignments, work satisfaction, salary, and education requirements. Group sessions were held in which the students exchanged observations and discussed attitudes, goals, and methods used to cope with job or school related situations. Role playing was used to demonstrate acceptable behavior during interviews and on the job. Group and individual counseling were also provided to all participants.

Satellite academics program

New York City Board of Education, 110 Livingston Street, Brooklyn, New York 11201.

The Satellite Academies Program trained 550 disadvantaged students for positions in health and office occupations. The academies were situated in rented buildings adjacent to student work sites. The close proximity of work and school sites enabled the companies and academies to coordinate counseling and training for students.

The program participants were able to earn credits sufficient for a high school diploma. Those in clerical training worked for major private companies in banking, stock exchange, insurance, and communications. The health career students were trained for positions such as laboratory technician, medical recordkeeping technician, inhalation therapist technician, and X-ray technician.

Students first received pre-job training, including a 7-week summer session in skill training and assessment followed by work related orientation. Students then worked full-time on alternate weeks and received advanced occupational training using company resources. Analysis of this work experience was conducted in academy discussion sessions. During the other weeks the students attended academy classes up to 3 hours a day to receive instruction in job related English and mathematics and occupational subjects. These classes were conducted in learning laboratories, which utilized programmed instruction supplementted by individualized teacher assistance.

After school skills program

New York City Board of Education, 110 Livingston Street, Brooklyn, New York 11201.

This program was designed to seek out disadvantaged students from feeder schools and provide them with entry-level summer and full-time jobs in 19 trade areas including automotive, aviation, construction, drafting, electronics, food preparation, graphic arts, maritime occupations, metal trades, and personal services. Each course was broken down into small units of training, with each unit containing the skills necessary for a particular entry-level job. The students were able to progress to other units and thereby acquire advanced skills. Emphasis was placed on developing newer skills such as the use of diagnostic test equipment for automotive repair or numerical controlled machines in machine shop courses. Performance tests to determine proficiency in entry-level skills were administered to students following completion of each skill unit.

The training was conducted in 25 skill centers which were selected on the basis of accessibility to disadvantaged students throughout the city. Classes were offered late afternoons, early evenings, or on Saturdays, with scheduling flexible to accommodate students from nonprofit private schools.

POST-SECONDARY

"Taste of College" program

Fashion Institute of Technology, 227 West 27th Street, New York, New York 10001.

The 1-year "Taste of College" program served 65 disadvantaged students and high school dropouts recruited through the Auxiliary Services for High Schools program of the New York City Board of Education. These students, who might otherwise have had no opportunity for exploring careers in fashion, received counseling and were then enrolled in one or more specialized fashion courses at FIT. The objectives of the program were to motivate students to complete their high school equivalency and to encourage them to pursue post-secondary education in the field of fashion. Components of the Taste of College program included special orientation sessions; provision of supplies, textbooks, and equipment; special assignments of faculty and teacher's aides; a faculty workshop; evaluation by an industrial consultant; interviews for enrollees with the college's placement counselor and the Associate Dean for Continuing Education, to plan academic and occupational futures; and an intensive studio practice course in the month of June, to conclude the program.

Thirty-three of the 65 enrollees will be continuing fashion studies in the 1974–75 academic year, either as regular full-time or part-time students, or in an extension of the "Taste of College" program. Another 13 students were placed in jobs obtained through the college's placement office.

Electrical technology option—Microwave technician

Bronx Community College, 120 East 184th Street, Bronx, New York 10468.

This new specialized option in the Electrical Technology curriculum is designed to train students as opportunities open up for microwave technicians with companies engaged in construction of new facilities resulting from recent FTC regulations permitting microwave competition with Long Lines Routes. Microwave technicians are needed to operate and maintain the equipment used between domestic communication satellites and the ground stations located around the population centers which will receive these signals. Strong support was expressed for the program by electronic companies in the metropolitan area engaged in construction and operation of microwave facilities. Support provided under the grant enabled the college to improve its courses in low frequency and radio frequency transmission lines, microwave frequency transmission lines, and radar and propagation.

Environmental control option in civil technology

Monroe Community College, 1000 East Henrietta Road, Rochester, New York 14623.

The equipment obtained under this grant is being used to establish a laboratory for a new environmental course leading to an option for students seeking employment as technicians. Laboratory renovation and provisions for furniture as well as additional equipment are being furnished by the college. Equipment utilization provides for experiments to measure flow rates in creeks, drainage culverts, sewers, and other open channels; and to investigate purification capacity of small streams and water and wastewater treatment processes.

Sophisticated chemical processes are being used to supplement traditional biological and physical processes, adding substantially to the training requirements for environmental technician. The county's Pure Water Agency has indicated that the area served by the college will require 200 technicians over the next several years as a result of the construction of four large water pollution control plants.

Developmental skills program

Delhi Agricultural and Technical College, Delhi, New York 13753.

The need for this program of developmental skills training grew out of the increased enrollment in recent years of students who lack much of the preparatory education necessary for suitable entry into the college's programs in health, business, and engineering technology. For example, in the fall of 1972, over 1,000 incoming students were given a standardized reading test, required to prepare a writing sample, and surveyed below the 25th percentile in reading, placing them in the lowest quarter of a college freshman class according to national norms. Twenty percent displayed serious weaknesses in writing skills, and over 30 percent were below the 30th percentile on the Brown-Holtzman Survey of Study Habits and Attitudes.

The problem of attrition due to academic failure and of extended attendance beyond the normal four semesters led the college to seek funds to establish a developmental skills center to remedy the problems resulting from inadequate preparation for post-secondary education on the part of these students. Of the technical students selected for the Skills Program, 60 percent were in the lowest quartile in reading, 71 percent gave evidence of a need for instruction in writing, and 67 percent were below the 20th percentile on the study habits survey. In addition, 50 percent of these students had high school averages below 75.

The structure of the program consists of individual and group instruction in study, reading, and writing skills with direct relevance to students' technical courses. Topics of instruction in the study skills are determined jointly by the occupational instructors and skills center instructors and include notetaking, outlining subject matter, study-type reading skills, preparation for examinations, and report writing.

Development and preservation of an outdoor instructional facility

Farmingdale Agricultural and Technical College, Farmingdale, New York 13408.

The expansion of the college campus, including parking areas and new buildings encroached upon and in several instances resulted in the destruction of plant materials and wooded natural areas where meaningful outdoor laboratories and field studies were conducted as part of the college's agricultural program. Increased urbanization of the area surrounding the campus resulted also in instances of vandalism and unauthorized use of the land, making it unsuited to instructional purposes. This project enabled the college to close off its last remaining agricultural land and to rehabilitate it in order that it might regain its importance as an agricultural laboratory for use by students. As a result of this project, the land, whch is now protected by a surrounding fence, consists of a "pest patch" with a lawn area and several varieties of plants which are used for the study of plant diseases. In addition, there is now a poisonous plant patch for identification purposes, an aboretum of woody plants and shrubs, nature trails featuring plant types, plant pests, insectivorous plants, termite and ant colonies, natural mosquito breeding areas, small animals, birds, beneficial insects, and various ecological environments.

Color television and communications techniques

New York City Board of Education, 110 Livingston Street, Brooklyn, New York 11201.

A program in color television techniques was initiated to replace training on the use of outmoded black and white equipment. Specific objectives of the program were to prepare students to obtain a First Class Federal Communications Commission license, and to provide practical experience on the journeyman's level for television-radio studio work in the two-way communications field.

The program, designed to serve 56 adults, was conducted the entire year, 2 evenings per week for a 2-hour period. Students spent 3 months completing classroom and studio lessons, and then were assigned to local television stations and other media areas for practical work experience. Instruction focused on the operation and maintenance of color television cameras, studio lighting, video tapes, audio monitoring equipment, and mobile two-way radios. Surveys have indicated that entry level and promotional employment opportunities exist at both television and radio stations, electric companies, teleprompter and cable television organizations, the Transit Authority, and other communication companies in the New York City area. Prior to program completion, graduates were being requested at many of the above locations.

Bilingual adult occupational education program

City of Rochester, 13 Fitzhugh Street, Rochester, New York 14614.

This new program, in the developmental stages, is being designed to serve Spanish-surnamed American out-of-school youth and adults in the Rochester community. The concepts of the program are to employ full-time bilingual instructors to provide occupational education instruction during the evening hours, develop appropriate curriculum materials, maintain employment contacts for placement of graduates, and implement follow-up procedures.

During the initial stages, surveys were taken to identify specifically those disadvantaged adults who were interested in enrolling in a bilingual occupational education program for job preparation, advancement, and apprenticeship training. Additionally, appropriate instructional fields for disadvantaged adults were determined so that the interests of this target group would be met. Finally, through the developmental phase, staffing needs and facilities to be utilized were identified for the program's implementation. Consultation with educators already involved in bilingual occupational education programs helped to establish instructional techniques. A task force of community representatives was formed to provide the necessary input on the population to be served, types of programs to be offered, industry-business cooperation, and continued program development.

Tenement housing management and maintenance training

Bronx Community College, 120 East 184th Street, Bronx, New York 10020.

This new adult disadvantaged program trained and counseled urban residents in the management and maintenance of housing, in preparation for employment with the local housing authority. In recognition that many of the area's health problems result directly from the steady decline in the quantity and quality of housing, the Dr. Martin Luther King Jr. Health Center, in cooperation with the continuing education division of the college, conducted an indepth study of the problem. Recommendations growing out of the study conducted in 1971 included the creation of a nonprofit community housing development corporation.

In accordance with the study's recommendation, the Bathgate Community Housing Development Corporation was created, and assumed almost immediately the role of *de facto* landlord of a $200,000,000 housing block under the receivership program sponsored by the New York City Housing Development Administration.

An immediate objective of the local Bathgate Community Housing Development Corporation was the creation of jobs for unemployed and disadvantaged males in the community to train them in management and housing rehabilitation skills which could be put to use in restoring the units acquired by the corporation. This project was funded to enable the Health Center in conjunction with the college to recruit and train 30 persons in these skills.

The program was conceived initially as a pilot effort with implications beyond the limited population served by the two agencies engaged in this project. As inner-city housing continues to deteriorate at a rapid pace, as present property owners find the costs of managing and maintaining urban property to be prohibitive, and as more and more areas of urban housing are abandoned by nonresident landlords, the training in housing maangement and maintenance needed by local residents will increasingly be a shared responsibility of local educational institutions and community organizations.

Aquatic ecology

Buffalo City School District, 712 City Hall, Buffalo, New York 14202.

A program in aquatic ecology was started to train adults for careers as technicians or professionals in environmental studies, ecological sciences, pollution control and measurement, marine biology, water resources, and conservation.

Prior to program development, discussions were held with guidance personnel and teaching staff from area colleges as well as persons from the Erie County Department of Health. The results indicated an annual need for trained personnel in municipal water treatment plants and local industries involved in identifying sources of pollutants and levels of toxicity in the area's water systems.

Instruction was provided in basic ecological theories and their application to water resources in the Buffalo area; determination and identification of marine habitats; and identification and measurement of pollutants, both industrial and domestic, and their effects on the aquatic ecosystems.

Adults were informed of the availability of this new program through school brochures, publications, and the local advertising media. Additionally, employed government workers were appraised of the program offering.

Work-related instruction for disadvantaged adults

St. Lawrence BOCES, 13 Main Street, Po.o Box 231, Canton, New York 13617.

This pilot program was intended to serve low income out-of-school youth and adults in need of job-related instruction in order to raise their employability potential. The program provided learning activities which assist students in functioning well with employers and fellow employees; completing forms such as job applications, time sheets, and tax returns; and becoming familiar with labor laws, social security benefits, and job interview situations. Simultaneously, adults were enrolled in various skill training programs in the area.

The instructional content was composed of 60 specific lesson topics covering all aspects of self-motivation, work relationships, and employee benefits. Through evaluation it has been determined that the program in many instances motivated students to search for employment. In some cases a student's employment potential was increased through basic remedial education.

APPENDIX C

SOME ISSUES CONCERNING REPORTS ON MANDATED SETASIDES

Both the Government Accounting Office and Project Baseline have reported that States are not observing the requirements for expenditure of minimum amounts for postsecondary, disadvantaged, and handicapped students.

Project Baseline has consistently determined expenditure percentages using the *total* of funds allocated to a state for all purposes, including the categorical programs. This is a gross error, since the mandated setasides apply only to that portion of the funds allocated under Part B, Basic Grants to States.

The General Accounting Office used the annual financial reports of the States to determine if the mandated setasides were followed. In using this technique, much confusion has developed because of the carryover provision, which allows funds allocated to a state in one year to be used in the following year. The financial report submitted by the state requires that funds *expended* during a particular year be reported and includes, in most instances, funds from two fiscal years. Only if GAO analyzed two consecutive financial reports, would it have been possible to find the correct totals of funds expended for a particular setaside, based on the amount appropriated for each fiscal year.

If all funds budgeted for a specific setaside were expended during the fiscal year in which they were allocated, but funds for other budgeted purposes were carried over to the next year, the percentage calculated from the single financial report for the setaside would be incorrect. If a portion of the mandated setaside were carried over from one year to the next, the percentage calculated on the basis of one financial report would be incorrect.

The problem of determining whether a state adheres to the setaside provisions is caused by the reporting forms designed by the U.S. Office of Education. These forms do not allow a state to report in a manner which shows clearly amounts expended for each purpose against the amount allocated for a particular fiscal year.

In New York State, the State Plan, once approved, becomes the expenditure plan. When funds under a particular purpose or setaside are carried over into the next fiscal year, they are carried over within the purpose for which they were budgeted. Our records show that we have expended funds from each fiscal year according to the requirements of law, although all of each setaside may not have been expended within the fiscal year in which they were appropriated.

APPENDIX D

UNIVERSITY OF THE STATE OF NEW YORK,
STATE EDUCATION DEPARTMENT,
Albany, N.Y., August, 1972.

To: Directors of Occupational Education.
From: Robert S. Seckendorf.

In April 1972 the Board of Regents issued a position paper entitled, *Equal Opportunity for Women.* In this paper, the Regents together with Commissioner of Education Nyquist urged the educational community to take the initiative to extend to women their full share of educational and employment opportunities. Their recommendations for providing equal opportunities and eliminating idscriminatory practices included: "(1) recruitment and promotion of women in professional and managerial positions; (2) ending sexual stereotyping in the elementary and secondary schools through changes in instructional material, inservice training of educational personnel, and assuring that all courses of study are available to girls and boys; and (3) providing equal opportunity for women as students and faculty members in higher education."

Together with the rest of the educational community, occupational education leaders have the responsibility to implement the recommendations of the Regents. While strides have been made in this direction, much remains to be done to insure that girls and women not only have equal opportunity for career preparation but are educated in a manner which will eliminate sexual stereotyping and will make women aware of their full range of potential and opportunities.

The following is a brief, and certainly not all-inclusive, list of steps which occupational education directors can take to promote the desired attitudes and opportunities.

1. Courses should be equally open to both boys and girls.
2. New physical facilities should be designed to enable girls and boys to have equal access to all instructional areas, laboratories, and workshops. Whenever necessary, special arrangements should be made to insure the same accessibility in existing facilities.
3. Recruitment efforts for *all* programs should be equally directed to boys and girls. In some cases, however, special attention should be concentrated on creating awareness among girls of the complete range of educational opportunities open to them.
4. Public relations and promotional efforts should include materials and information which will encourage parents to educationally and occupationally guide their children based on their interest and ability rather than sex.
5. Teaching and guidance staffs should have the necessary preparation and instructional materials to broaden students' attitudes toward the economic and occupational roles of both sexes, and to meet the teaching and counseling needs of students who are already aware of the opportunities which should be available to them.

6. In some cases, special occupational exploratory courses should be provided to girls in those program areas which they may be reluctant to enter as a result of traditional exclusion of women.

7. Through support of career education, the Director of Occupational Education can promote the opportunity for all students to be familiar with, and have some exploratory experiences in a wide range of occupations.

8. Hiring and recruitment practices, for teaching and administrative staff, should be examined in light of the Regents' recommendations for "recruitment and promotion of women in professional and managerial positions."

These steps are only a few examples of the ways in which the occupational educational community can work toward assuring equal opportunity for all students. We are certain that you have already implemented some of these methods and others as well. We are attaching a copy of the Regents' position paper, *Equal Opportunity for Women*, so that you can examine in greater detail the concerns and recommendations of the Regents.

Thank you for your continued efforts in working toward the elimination of discrimination in any form.

STATEMENT OF EWALD B. NYQUIST, PRESIDENT OF THE UNIVERSITY OF THE STATE OF NEW YORK AND COMMISSIONER OF EDUCATION

Dr. NYQUIST. I am Edward B. Nyquist, president of the University of the State of New York, and commissioner of education.

I am accompanied today by Mr. Robert Seckendorf, assistant commissioner for occupational and continuing education; Lawrence E. Gray, chief of our bureau of 2-year college programs; and P. Alistair MacKinnon, my assistant for Federal legislation.

I am pleased to have this opportunity to comment on the impact of Federal vocational education legislation on New York, and to propose changes in the legislation.

I have filed a fuller statement with the committee, and I would like to take a few minutes to summarize the highlights.

The New York State Education Department acts as the sole agency for the administration of the Vocational Education Act. In addition, the New York State Board of Regents serves as the State board for vocational education, appoints the State advisory council, and is the Federal 1202 State commission.

The board's authority as the State commission complements its State statutory authority for master planning for all sectors of postsecondary education—public, private, and proprietary.

We have a unified structure for administering education, and I am speaking today on behalf of all sectors of New York education.

In the declaration of purposes, the Vocational Education Act authorizes funds to be used "* * * to maintain, extend, and improve existing programs * * *" as well as establish new programs.

Although New York since 1963 could have used the funds to assist educational agencies with the operating expenses of existing programs, we chose not to do so. Our attention has been diretced to the improvement and expansion of vocational education in New York State.

In the main, the funds have been used to assist local agencies with the purchase of equipment for new programs and to pay the cost of new teachers for these programs.

Agencies accepting these funds have understood that they would need to provide the operating expenses for continuation of the new programs after the initial year or two, using State and local tax levy funds.

Through this system, the Federal funds, which are less than 8 percent of the total funds for vocational education in New York, have a tremendous impact on changing our State program.

Each year, we establish priorities within each program purpose and direct the funds to achieve those priorities. By using the funds as incentive grants, we have provided vocational educational services to more people, provided new and updated facilities for programs, and generated an increased amount of State and local funds for support of vocational education at all levels.

Of the total expenditures in New York State for all vocational education in 1965, 17 percent was Federal funds. In 1974, the percentage of the total which was Federal was less than 8 percent.

Thus, in 1965, New York State spent $4.88 for every Federal dollar received, and in 1974 we spent $11.94 for each Federal dollar. New York does not have a categorical appropriation in the State budget for vocational education as do some other States.

The general State aid system and local funds provide support of ongoing programs. The overall level of resources commitment to vocational education in our State represents real choice for this expenditure from general local and State revenues.

Enrollment in occupational education at all levels has increased from 521,000 in 1963 to 812,000 in 1974. Total enrollment is expected to reach almost 973,000 by 1979.

The enrollment of disadvantaged and handicapped students in occupational education programs was not reported in fiscal year 1963. However, between 1968 and 1974, combined disadvantaged and handicapped enrollments at all levels increased by almost 575 percent; from 29,000 to 195,000. By 1970, this enrollment should be approximately 230,000.

Significant change and progress has been made in vocational education during the 12 years of the Vocational Education Act. The act permitted us to move from the rigid program based on the Federal legislation of 1917 and 1946.

In 1963, and to an extent again in 1968, there was a need for mandatory expenditures for specific purposes. The States then needed Federal direction and leadership. In these past 12 years, State programs have increased in both quantity and quality.

Our review of the current Federal legislation indicates that it has become complicated and imbedded with mandates and requirements not always reflective of the most pressing problems of the States.

I believe we are now at a point where the States, if given simplicity and flexibility in Federal legislation for vocational education, have the capacity to carry through Federal objectives with minimal Federal strictures.

I would like, therefore, to offer our suggestions for simplifying and consolidating the Vocational Education Act.

A new title I would include general provisions, that is a statement of purpose, authorizations, allotment formula, sole agency requirements, national and State advisory councils, planning and evaluation requirements, and definitions.

Title II would provide for program services for three educational levels: elementary and early secondary programs, secondary programs, and postsecondary and adult programs.

Title II would provide support services and include research and development, innovation, curriculum development, and personnel training.

Federal funds should be distributed on the basis of population. If a single population figure is not acceptable, I suggest the use of several population age groups with a percentage of the State's allotment calculated on each group. This is similar to the basis for State allotments in several parts of the current act.

The proposed formula should apply to program services described in title II and also to title III activities. We also recommend that the current State matching requirements be dropped.

Present matching requirements are not necessary because the States are spending $4 for every $1 of Federal funds available.

The sole administrative agency provision should be continued. No provisions should be included which will permit more than one State agency to administer a part of the statute.

We propose the continuation of the national and State advisory council provisions. We believe they should remain as presently established, including the appropriations for their operations.

The current responsibilities of the advisory councils should not be given planning and administrative functions. We urge that the advisory council be just that—advisory.

Coupled with simplicity and flexibility in the new act, must be strong requirements for planning and accountability. We urge inclusion of a State plan requirement. A long-range and annual plan should be submitted each year to the U.S. Office of Education for review and approval.

A strong planning requirement, with sufficient arrangements for review and public hearing, justifies the elimination of the present mandated set-asides or categories for special target groups or purposes. Funds should be appropriated specifically to carry forward the planning functions.

With respect to program services, we recommend a reduction in the number of specific purposes from 10 in the present Vocational Education Act to 3 major categories: elementary and early secondary, secondary, and postsecondary and adult programs.

The currently separate postsecondary and adult education purposes should be combined. This will permit greater flexibility and minimize confusion over who is a postsecondary student and who is an adult student.

It would provide the States leeway in making priority and budgeting decisions. The current mandated set-asides for postsecondary institutions has done its job in developing the commitment of community college and other postsecondary institutions toward the delivery of adequate vocational programs. We believe this commitment will be maintained without a minimum Federal mandate.

The current act has categories for expenditure for disadvantaged and handicapped, cooperative education, home economics, construction of facilities, and other purposes.

We suggest that, either in the definitions contained in title I, or in the body of title II, the act should provide that funds may be used for these purposes, that is programs for disadvantaged and handicapped, cooperative education, work-study, consumer and homemaking education, construction of facilities, guidance services, contracts with private schools, teacher education, bilingual programs, curriculum development, research, evaluation, statewide technical assistance, and State and local administrations.

There would, however, be no amount appropriated for each purpose. The distribution of amounts for the purposes would be set forth in each State plan.

By using this system, planning can be done in a logical way, without mixing program levels and population groups or program activities. The present State plan format recognizes this flexibility, but the law does not.

The proposal to set authorized expenditures within the three major program service levels would place responsibility on the State to assure, through its planning efforts, that adequate attention will be paid to programs for disadvantaged, handicapped, and other persons by level.

Determination of how much money would be spent on a particular population group should be justified by the State in its plan. Accountability provisions would assure that monitoring by the U.S. Office of Education was carried out in accordance with approved plans.

With respect to support services, we recommend that Federal funds be available for these activities, that is research and evaluation, innovation, and curriculum development.

In addition, we propose the inclusion of the present provisions for provisions for professional training under the Education Professions Development Act, part F.

In summary, we urge the Congress to pass a bill that will provide a Federal focus on the needs of people in all States for increased opportunities for occupational preparation and, at the same time, enable the States to address individually the particular needs of their population for occupational education program.

Chairman Perkins. Thank you very much, Dr. Nyquist. We really appreciate your testimony.

For the purpose of conserving time, we will withhold questions until the other witness has testified. Go ahead, Dr. Hobbs.

[Prepared statement follows:]

Prepared Statement of Dr. Addison S. Hobbs, State Director of Vocational Education for Michigan

As State Director of the Vocational-Technical Education Service, I am representing the Michigan Department of Education for today's presentation.

I am extremely pleased to again appear before this Committee to discuss with you some thoughts and concerns about Vocational Education legislation. Twenty-six years ago, I became a prophet for the concepts and philosophy espoused by adherents for vocational education. During this time, serving at several teaching and administrative levels, the weaknesses and strengths of different program approaches to meet the intent of vocational legislation have been observed and analyzed within the constraints of perceived changes

You are now collecting a myriad of data which describe how well past performances meet the charge and intent of the 1968 Amendments to the Vocational Act of 1963. Some of the data in the form of reports and research depict vocational education as counter-productive to the manpower needs of the nation. I shall not attempt to justify the vocational program in the State of Michigan, but I will defend the accomplishments with regard to the State's goals, objectives, and accountability for reaching predetermined outcomes.

The State Board of Education has gone on record through the Michigan State Plan for Vocational Education in articulating three primary objectives of Vocational Education in the State. These objectives are: 1. To contribute to the total effort of the Michigan Department of Education which postulated that every child, youth, and adult obtains maximum career development skills within personal capabilities and interests of the individual; 2. To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain entry-level salable skills regardless of his or her ultimate career objective; and 3. To provide programs of adult occupational education to all persons of the State who need or desire service.

During the 10 year period 1962–1972, the growth of enrollments in Vocational-Technical Education programs in Michigan showed a 135 percent increase when contrasted with the prior 10 year period which pre-dated the Vocational Education Act of 1963 and the 1968 Amendments. Further analysis indicates that the last decade's growth was 13.5 percent per year in comparison with 2.5 percent in the previous decade. Most startling has been the dramatic increase in programs designed to serve the disadvantaged and handicapped. From no special programs in 1968 to programs to serve over 12,000 disadvantaged students and 4,000 handicapped students for fiscal 1975 suggest a predictive causal relationship between legislative intent and vocational services for youth and adults.

If one utilizes the annual reports for Michigan enrollments to determine special needs efforts in terms of local and state financial support, concern may arise for what seems to be a void. However, it is important to note that the integration of special needs students into the regular programs has resulted in an increase of state and local financial support rather than less. The present method of reporting to the United States Office of Education does not show that 56% of special needs programs is funded from state and local sources. This reporting discrepancy is due to Michigan's insistence on not operating segregated programs for the special needs population.

Opponents of vocational education provide statements and data which show negative results where catalytic expectations from federal funding is supposed to have occurred on state and local efforts. In Michigan, state funds alone have increased from 1.6 million dollars to 24.3 million in the past four years. These state monies, a part of the State Aid Act for added costs of vocational education, amounted to three million dollars in fiscal year 1972, eight million in fiscal year 1973, 17.5 million in fiscal year 1974, and 20 million in fiscal year 1975. The State Aid Act also provides 2.7 million dollars for transportation of students to area centers and shared-time programs. Local funds have also increased proportionately because of declining rates of federal reimbursement, increased programs and the high cost of salaries and equipment.

Education as we knew it 10 or 15 years ago and particularly vocational education was considered strictly as a terminal type program. By this we mean exclusive training for specific jobs. Training for specific occupations is of course the cornerstone for vocational-technical education. However, in Michigan we are becoming increasingly more aware that a major effort must be given to what we are calling the career development aspect of the educational program. This involves providing activities for students relating to awareness and assessment of themselves, awareness and exploration of careers, and career planning and decision making.

A variety of efforts, some pilot and some moving toward statewide implementation, are currently under way in this area. One very specific area currently being implemented is a career information system which will become a part of the statewide occupational information system next year.

This system provides Michigan based career information, on microfiche, to student users. Each career script contains information related to: job duties, work environment, earnings, employment outlook, aptitudes and interests, educational requirements, advantages and disadvantages, part-time opportunities, job locations, fringe benefits, advancement opportunities, related occupations, and ways of obtaining additional information. As a result of this material, each local educational agency is able to disseminate occupational information on a large scale which requires minimal student, teacher, and counselor training.

Presently, 530 K–12 districts are participating in this program which aids 600,000 students in exploring careers in grades 7–12 as well as assisting 2,500 counselors in providing career information.

Other related activities which have been implemented include mobile guidance units in sparsely populated areas of the State, extension of a computerized guidance program, inservice activities related to career development, and establishment of an instant information system to potential users of community college services.

In addition, I believe it can be said without question that leadership which vocational education has been able to provide both in career development and vocational programming, coupled with out financial resources under the Vocational Amendments, has stimulated and played a major role in the development of Michigan's comprehensive career education legislation.

Quality programming is difficult to measure without the establishment of the criteria for which students are expected to achieve. In Vocational Education we are extremely concerned with programs which will provide students with occupational skills in which they may ultimately enjoy employment status. As an aid in students achieving these skills, and in developing understanding by administrators and instructors involved in the development and operation of vocational programs, it is extremely important that Michigan's educators listen to and work with the eventual employers of their product. One of the ways in which both of these factors is being accomplished is through the development of performance objectives for vocational programs. Performance objectives for all programs will be completed by April 15, 1975.

Over 1,200 vocational educators have been involved in writing the objectives for specific programs. The writing teams, selected by local educational agencies, have presently completed work on 162 programs. As the teams complete their assignment, each set of objectives is submitted to a specialized business or industry committee for review. These specialized committees are closely associated and familiar with the occupational areas. They are representative of professional associations, educational agencies, private schools or as privately employed citizens. Concurrently, the objectives are also distributed to each local educational agency for review and recommendations. All recommendations are submitted back to the original writing team for editing and any needed revision. Each set of recommended minimum acceptable performance objectives then are submitted to local educational agencies for their consideration and possible adoption. Those local educational agencies who do not find the recommended minimum performance objectives to be satisfactory due to local employer needs have the option of adopting an alternative set of objectives which will be of equal or greater quality.

Special issue committees have been formulated to focus on major problems confronting the classroom teacher who will be using the performance objectives. Problems such as record keeping, grading, needs assessment, and instructional strategies are being eliminated through positively directed inservice training efforts. This inservice is designed to enable participants to select the appropriate performance objectives and develop the skills required to utilize strategies and techniques related to performance based instruction. The development of performance objectives for all vocational programs will be of help to:

1. Students who will understand anticipated outcomes of the occupational program and will also have the basic information needed to effectively enroll in articulated programs at a higher level or to obtain employment. This basic information will also be helpful to students and counselors whenever a lateral transfer of enrollement takes place.

2. Administrators and advisory committees charged with the responsibility of developing new programs, revising ongoing programs or articulating programs can better assess the students' capabilities. One of the outstanding attributes of the performance objectives project, as it has been developed in Michigan, is the involvmenet of large number of people from all geographical areas of the state. This makes it possible to get a variety of input and also to develop enthusiasm toward implementing the objectives.

3. The initiation of four program standards of quality perpetuates continuous use of (1) craft advisory committees, (2) a yearly review by these individuals, (3) the use of performance objectives, and (4) planned placement services that can be described and measured through follow-up.

With the rapid growth of area vocational programming after the passage of the Vocational Education Act of 1963, the Michigan Department of Education initiated statewide Vocational-Technical Education studies. These studies assisted in the development of the current area concept in Michigan and now serve as guides for the implementation of a statewide network of area vocational centers. This plan identifies the 29 community colleges as post-secondary area centers and calls for the establishment of 77 secondary centers projected to serve over 100,000 of the necessary secondary enrollments. As of this date 34 of these centers are in operation. Estimated construction costs for the remaining centers will exceed $120,000,000. Only through completion of this plan, in addition to other alternatives to be mentioned later, will the vocational-technical needs of Michigan's students be met. Increased federal and state allotments are necessary to meet this stated objective.

Over the past three years, Michigan has conducted 9 pilot placement projects which provided placement services to approximately 5,000 graduates. These programs have demonstrated that school based programs which systematically focus on placement services can effectively place students in their adult work roles. Evaluation of these projects has indicated a successful placement rate of 85 to 99%. With the success of these pilot efforts made possible with funds under the Amendments, Michigan has determined that it will initiate a network of statewide area placement programs. We are currently in the process of implementing 16 additional area placement programs in urban, suburban, and rural settings to serve approximately 22,000 additional students. The services provided for the placement effort will be separate from, but supportive of, local guidance programs in that a feedback mechanism will be available to the local school personnel to assist them in advising and counseling students in relation to their adult work roles.

Recent legislation in Michigan makes it possible for local educational agencies to enter into contractual arrangements with business and industrial firms to provide secondary vocational education programs.

This alternative is proposed so that more educational options relating to student's interests will be available. This option provides a student with the opportunity for obtaining vocational skills on-site under contract in industrial settings or with private occupational schools. This current year, 41 contracts between local educational agencies and private businesses have been approved by the Department. These contracts serve nearly 1,500 students with substantial increases in contract enrollments being predicted for fiscal 1976. Although not considered a replacement for the more traditional vocational setting for secondary students, it will provide meaningful options for more students.

One of the most exciting factors within newly proposed legislation is an emphasis upon local planning as a part of developing comprehensive programs in vocational education. Local planning can provide for extensive articulation of program efforts through all levels of the educational system. The necessity for financial support of a local planning effort cannot be over emphasized.

In Michigan we have been involved in attempting to improve the program planning effort between K–12 districts, area centers, and community colleges for the past several years. The biggest emphasis was the establishment of 49 career education planning district in 1971 based upon geographical boundaries determined by area studies during the 1960's. These districts, utilizing various advisory councils, worked cooperatively with each of the educational agencies in the development of a plan for providing vocational-technical education. In most instances, rapid progress has been made in improved articulation as represented by increased shared-time programming, more effective use of facilities and new program coordination. The success of this effort was recently recognized by the Michigan Legislature in its adoption of comprehensive career educational legislation which requires the formation of career education planning districts, and establishes a structure to evaluate and make recommendations concerning not only vocational education, but the total career education program. It is obvious to us after working in this area intensively for the past three years that planning can effectively improve the opportunities available to students in vocational programming. It is also becoming apparent that additional resources must be committed to assist local agencies in the development of plans and in carrying out the plans for the most effective articulation to occur.

A large degree of the success of this venture has to be attributed to the sole agency designation of the State Board of Education. Before 1969 vocational education in the State of Michigan was developing without adequate regard to levels of skill training and determinations being made as to whom would conduct what. Employers, parents, administrators, and recipients are much happier with recent educational results.

Sole agency designation for the responsibility of conducting, organizing, planning, and evaluating vocational education programs is by no means infallible, but, the alternatives presented in recent legislation proposals certainly offer no effective empirical solutions.

An ambitious program? Yes, Michigan's vocational-technical program certainly is ambitious. Our goal is to make quality vocational skill programs available to all youth and adults in the State regardless of his or her ultimate career goal. However, implementation of this goal is contingent upon a continuation of strong federal financial support and legislation which provides the direction to assure that all populations are served, while allowing sufficient flexibility in the use of delivery systems to address the State's broad vocational education needs.

As a brief summary of some very specific concerns in regards to new legislation, I would like to offer the following recommendations:

1. The annual appropriation procedure must be improved to cause effective planning to reach fruition. Serious consideration must be given to two-year advanced funding.

2. A sole state educational agency whose responsibility is to review, plan, organize and act on modifications of a long and short-range state plan is essential for determining the effects of vocational programs on the accepted goals and objectives to be reached.

3. More flexibility in fund usage is needed to provide comprehensive services to the target groups. Categorical provisions should be retained in the legislation but not necessarily limited to a percentage basis. Perhaps the approach should subscribe to an insistence on sufficient supportive activities to provide assurance that any target population may achieve in any given program; and that state plans must describe this effort by percentage within the identified target populations it plans to serve.

4. A major emphasis in the legislation should be given towards the development of planning at the local level which can be translated into a total state and federal manpower effort.

5. Legislation should not mandate that equal funds be spent on a percentage basis for educational levels, i.e., secondary, post-secondary. The funding system for each state varies to such a degree that it places hardships on local agencies who need seed and developmental funds to initiate a comprehensive vocational program.

Rather, the emphasis should be concentrated on the submission of a state plan which reflects a comprehensive vocational education system to deliver trained manpower for the level of jobs reflected by national and state demands utilizing federal, state, and local financing patterns in existence for at least three years.

STATEMENT OF DR. ADDISON S. HOBBS, STATE DIRECTOR OF VOCATIONAL EDUCATION FOR MICHIGAN

Dr. Hobbs. Mr. Chairman, and members of the subcommittee, as State director of the Vocational-Technical Education Service, I am representing the Michigan Department of Education for today's presentation.

I am extremely pleased to again appear before this committee to discuss with you some thoughts and concern about vocational education legislation. I am summarizing the testimony which has been submitted.

I shall not try to justify the vocational program in the State of Michigan, but I will defend the accomplishments with regard to the State's goals, objectives, and accountability for reaching predetermined objectives.

During the 10-year period 1962 to 1972, the growth of enrollments in vocational technical education programs in Michigan showed 135 percent increase when contrasted with the prior 10 years, which predated the Vocational Education Act of 1963, and the 1968 amendments.

Most startling has been the dramatic increase in programs designed to serve the disadvantaged and handicapped. From no special programs in 1968 to programs to serve over 12,000 disadvantaged students and 4,000 handicapped students in 1975, suggests a predictive causal relationship between legislative intent and vocational services for youth and adults.

The present method of reporting to the U.S. Office of Education does not show that 56 percent of special needs programs is funded from State and local sources. In Michigan alone, State funds have increased from $1.6 million to $24.3 million in the past 4 years.

The State moneys are part of the State Aid Act for added costs of vocational education, and they amounted to $3 million in 1972, $8 million in 1973, and $17.5 million in 1974, and $20 million for the fiscal year 1975.

The State Aid Act also provides $2.7 million for transportation of students to area centers and shared-time programs.

In Michigan, we are becoming increasingly more aware that a major effort must be given to what we are calling the career development aspect of the educational program. This involves providing activities for students relating to awareness and assessment of themselves, awareness and exploration of careers, and career planning and decisionmaking.

I believe it can be said without question that leadership which vocational education has been able to provide both in career development and vocational programing, coupled with our financial resources under the vocational amendments, has stimulated and played a major role in the development of Michigan's comprehensive career education legislation.

As an aid to students achieving these skills, and in developing understanding by administrators and instructors involved in the development and operation of vocational programs, it is extremely important that Michigan educators listen to and work with the eventual employers of their product.

One of the ways in which both of these factors are being accomplished is through the development of performance objectives for vocational programs.

The development of performance objectives for all vocational programs will help specifically in the initiation of full programs standards of quality, perpetuating the continuous use of craft advisory committees.

Yearly review by these individuals, the use of performance objectives, and planned placement services that can be described and measured through followup. The fifth is an expenditure-revenue report which helps us to determine the actual added cost for vocational education.

The Michigan Department of Education initiated statewide vocational-technical education studies. These studies assisted in the development of the current area concept in Michigan, and now serve as guides for the implementation of a statewide network of area vocational centers.

This plan identifies the 29 community colleges as post-secondary area centers, and calls for the establishment of 77 secondary centers, projected to serve over 100,000 of the necessary secondary enrollments.

As of this date 34 of these centers are in operation. Increased Federal and State allotments are necessary to meet this stated objectives of 67 percent of all 11th and 12th grade students receiving interest skills.

Recent legislation in Michigan makes it possible for local educational agencies to enter into contractual arangements with business and industrial firms to provide secondary vocational education programs.

This option provides the student with the opportunity for obtaining vocational skills onsite. This current year, 41 contracts between local educational agencies and private businesses have been approved by the Department of Education.

These contracts serve nearly 1,500 students with substantial increases in contract enrollments being predicted for fiscal year 1976.

In Michigan, we have been involved in attempting to improve the program planning effort between K–12 districts, area centers, and community colleges for the past several years.

The biggest emphasis was establishment of 49 career education planning districts in 1971. A large degree of the success of the career education planning districts is due to the sole agency designation of the State board of education.

Before 1969, vocational education in the State of Michigan was developed without adequate regard to levels of skills trained, and without determinations being made as to who would conduct what.

Michigan's program certainly is ambitious. Our goal is to make quality vocational skill programs available to all youth and adults in the State, regardless of his or her ultimate career goal, but it remains a goal to work toward.

However, implementation of this goal is contingent upon a continuation of strong Federal financial support and legislation which provides the direction to assure that all populations are served, while allowing sufficient flexibility in the use of delivery systems to address the State's broad vocational needs.

To summarize, some very specific concerns with regard to new legislation, I would like to offer the following recommendations.

The annual appropriation procedure must be improved to cause effective planning to reach fruition. Serious consideration must be given to 2-year advanced funding.

A sole State educational agency whose responsibility is to review, plan, organize, and act on modifications of a long- and short-range State plan is essential for determining the effects of vocational programs on the accepted goals and objectives to be reached.

More flexibility in fund usage is needed to provide comprehensive services to the target groups. Categorical provisions should be retained in the legislation but not necessarily limited to a percentage basis.

Perhaps the approach should subscribe to an insistence on sufficient supportive activities to provide assurance that any target population may receive any given program, and that State plans must describe this effort by percentage within the identified target populations it plans to serve.

A major emphasis in the legislation should be given toward the development of planning at the local level which can be translated into a total State and Federal manpower effort.

Legislation should not mandate that equal funds be spent on a percentage basis for educational levels, that is secondary, and post-secondary. The funding system for each State varies to such a degree that it places hardships on local agencies who need seed and development funds to initiate a comprehensive vocational program.

Rather the emphasis should be concentrated on the submission of a State plan, which reflects the comprehensive vocational education system to develop and deliver trained manpower for the level of jobs reflected by national and State demands, utilizing Federal, State and local financing patterns in existence for at least 3 years.

Chairman PERKINS. I want to congratulate you for your suggestions, and give you the assurance that this subcommittee will certainly give careful consideration to those suggestions, Dr. Hobbs, and we are going to have much flexibility in any bill that we write this year.

I am hopeful that we can sell the Congress, and sell ourselves about the necessity of forward funding of such an outstanding piece of legislation, where we have just been derelict in that work for many years, even after we had it authorized, it has been in the law.

We have never been able to sell appropriations on the advantages of forward funding. We have let so much grass grow under our feet, and failed to take the advantage of so many opportunities by reason of being neglectful in this Congress.

I am going to address my first question to Dr. Nyquist. I note that in your statement you say that Federal funds amounted to only 8 percent of vocational education spending in your State.

Dr. Nyquist, do you believe that the Federal funds have brought about a change in how the State and local funds are spent; or have they been too little, or too minor in the amount? Go ahead and answer that question to the best of your judgment.

Dr. NYQUIST. There is no question that the Federal funds have had a multiplier effect in our program, as I have tried to say. We helped to get new departments started, and after that, the level of support was with the understanding that the local districts would then seek other State or local tax levy funds in order to continue.

We have had a multiplier effect with the funds that we have used, or that we received. The funds are never enough, of course. We would like to have more. One way to make it go farther is to operate the way we have.

Chairman PERKINS. Thank you very much for that answer.

Dr. Hobbs, would you tell us how you distribute your Federal funds within Michigan? Do you give extra funds to the poor areas in the upper peninsula, or do you give the central cities, or Detroit extra funds? Go ahead.

Dr. HOBBS. Federal funds are distributed in Michigan based on the priorities, and on a project basis. The amount of money that goes to any particular section is based on the particular priority, State priorities as defined by the State advisory council through meetings, and in committees, for the areas that we deal with.

Each one of the 49 separate districts submit a plan, one is a long-range plan, and the other is a plan which describes what they want to do in any particular year. The long-range plan is worked out in conjunction with the State Department.

As I said, they must answer five questions. What kind of vocational education are they talking about? Where will it be given? When will it be given, and how, and how well they attempt to finance such a venture?

Based on this information, we have come up with a necessary priority for the distribution of the Federal funds, in terms of demonstration projects; in terms of pilot projects; in terms of continuing with a particular project until the area has reached its commitment in terms of the taking over themselves.

We have done this particularly in placement. We have done this particularly in career development. We spend some of the money for equipment, for new projects, based on the program standards of quality, minimum list, and maximum list, so that each area can begin their program at a position that will allow the product to be able to enter the job market.

Chairman Perkins. I want to compliment not only you, Dr. Hobbs, but Dr. Nyquist again, for appearing before the committee this morning, and being so helpful to the committee.

We are hopeful, with your assistance, to bring out a bill this year that will be to the advantage of all the people in America. You have been most helpful. We appreciate your appearance.

We will now continue with the questioning.

Mr. Goodling?

Mr. Goodling. Of the eight percent of receipt of Federal funding, what percentage of that is used in the administration of the program, and particularly at the State level, the department of education level?

Dr. Nyquist. I have to ask you, before I answer the question, whether by administration you mean State technical services, and assistance to local school districts as well as administration?

Mr. Goodling. Yes. Anything other than the actual teaching of the program, of the material.

Dr. Nyquist. It has never gone over 9.7 something, 3 percent of the actual expenditures. It is around that now, this year. I think that it is something like that.

Mr. Goodling. At the State level particularly, what is the ratio between Federal funding as far as administration is concerned and State funding?

I am asking this question primarily, because I have heard some testimony where 100 percent of all the State's operation is federally funded.

Dr. Nyquist. I will ask one of my assistants to provide you with the details.

Mr. Seckendorf. You asked what percentage of the total that we use for administration——

Dr. Nyquist. I think that we can give it to you in the number of positions.

Mr. Goodling. That would be fine.

Mr. Seckendorf. It is in the document that we presented on page 14.

Mr Goodling. Very well.

Dr. Nyquist. We have 164 clerical positions in our particular office of occupational and continuing education, and of this number, 97 are professionals, and 67 are paraprofessionals; 79 positions are paid with State funds, 11 positions are paid with adult education funds, 18 positions are paid with adult education funds, 18 positions are paid with CETA funds, and 56 positions are supported by Vocational Education Act funds.

Then, in the following paragraph:

> In addition to the 56 positions supported with Federal Vocational Education funds within this office, an additional 46 positions are supported with vocational education funds, and are supported by other units.

That is the finance division, and some of the other administrative sections of the department as well.

Mr. Goodling. Then you are saying that the Federal funds certainly gave the impetus for developing and spreading the program.

Dr. Nyquist. No question about it. It has a ripple effect, a multiplier effect in our State, the way we handle them.

Mr. Goodling. Dr. Hobbs, would you extend your remarks on more flexibility?

Dr. Hobbs. The flexibility that I made mention of had to do with the fact that in Michigan with the set-asides, for the disadvantaged and the handicapped, we have insisted on having integrated classes rather than segregated classes, which means that one of the primary objectives is, if the youngster or adult is unable to receive foundation vocational education, where they are, then they move to the regular classes, which may occur at anytime during the year.

However, in terms of a preventive effect, if there could be more use of, let us say, for instance, the money set-asides for disadvantaged, that could allow the kind of supportive actions necessary to prevent the disadvantaged from continuing at the same rate. Then, this would necessarily mean that there would also be many people in these kinds of activities, who are not disadvantaged, and it gets awfully difficult to pull out who is what.

The flexibility that I speak of would allow you to do that. Based on the data that you have, this would allow you to reduce the number of dropouts that you have, to reduce the number of students who have handicaps.

Mr. Goodling. Would you expand on the integrated versus segregated?

Dr. Hobbs. Integrated means that any disadvantaged or handicapped student takes the course along with so-called foundation students. We provide the suport of help, such as paraprofessionals, guidance, reading, or whatever is necessary for those students to work right with the regular students.

Mr. Goodling. In all subject areas?

Dr. Hobbs. In all subject areas. We do not at this time use disadvantaged money for segregated classes. Segregated meaning putting them all in the backroom, or in the basement, or the backyard, that kind of thing.

Mr. GOODLING. Thank you. I have no other questions.

Chairman PERKINS. Mr. Hall?

Mr. Ford, do you have a question that you would like to direct to the gentlemen?

Mr. FORD. Thank you, Mr. Chairman, I am sorry, Dr. Hobbs, that I could not be here earlier to introduce you. I have just come from a meeting where we were trying to decide what to do about unemployment in Michigan, among other things. That is the only issue that I was able to hear very clearly, the other things did not come through to me.

I, on the whole, have been very pleased with the progress that we have made in Michigan. Some 7 years ago, we tried to rewrite the Federal legislation on vocational education, which, among other things, was an attempt to bring vocational education into the real world of that decade.

I think that we may be getting close to that decade, but we still some evidence that we are having difficulty realizing that the calendar turned into the 1970's a few years ago.

You make quick mention of it in the forepart of your statement here, the frequent criticism that vocational training does not, on its face, appear to be geared as closely as it should to the world of work, as the administration refers to it.

I think that we have made a lot of progress in Michigan, and I have two questions.

The first one is, what basis would we have for making an assessment of how rapidly we are moving from the traditional use of funds for so-called vocational training, the machine shop, the woodshop. Then, to the areas that I am distressed to find, that the school people still proudly show me where the expenditures are very scarce, local funds for capital improvements of the same kind of shops that were traditional when I went to school in Michigan many years ago. With a limited experience I have had in the factories, it is really very unsophisticated. Young people have told me of their disappointment when they spend a good deal of time in a vocational training program, and walk into a plant and discover that nothing that they see there resembles what they have seen.

There are always the excuses that you cannot get the qualified instructors with that kind of sophistication. You cannot get the kind of equipment that is used in modern factories, et cetera.

But it still persists in our State, and most distressing to me, an area that draws almost entirely on industrial service type of employment. The traditional ideas of teaching the basics of how to run a very primitive shop takes 3 or 4 months of the student's time, teaching him to do something that I learned in about two sessions in trade school, many years ago, with a instructor.

Do we have any kind of study with regard to our own State which makes it easier to understa[illegible] which indicates what we have done, and what we have accomp[illegible] in terms of getting away from the traditional stereotype int[illegible] of training that are more related to what the anticipated jo[illegible]ket would be.

Dr. **Hobbs.** We have almost completed a performance objective for each program in the State of Michigan. These performance objectives have been reviewed by industrial people, business people, tradesmen, and educators.

We are very quickly, and very fast attempting to get out of what we used to call courses of vocational education, for which your explanation and your concern seem to deal with, into what we call clusters.

Now, let me give you a for instance. There are many, many auto mechanics programs in the State of Michigan, but we know that auto mechanics have at least eight options. That is brakes, transmission, air conditioning, et cetera.

We are attempting through the performance objectives to subscribe the auto mechanics program will have at least five options so that the student will be able to have several options when he or she leaves that particular program.

Graphics, for instance, there are at least five areas. They must, in order to have an approved program, offer sufficient options in graphics, and the same thing for construction.

In Detroit, they are working very hard to change their program from courses to programs. The committee for implementation of the Detroit plan, which was done 2 years ago, has decided that on an areawide basis, rather than a regional basis, they will offer at least four clusters beginning in 1975.

Those clusters are: Health, business and office, transportation, and construction.

Now, what this means is that there will be sufficient options within that program that will be open to all youth to complete and increase their options, and be proficient. We think that this is getting away from the old machine shop, the old tune-up, the old presswork, and single-option kinds of courses.

Until we have performance objectives, that are acceptable, and validated by industry, we could not possibly have done this. With their cooperation, we have been able to accomplish this.

We have utilized industry to work with us. The Chrysler Institute reviewed for free all of the performance objectives for transportation, and validated them, and gave their recommendations and suggestions on a variety of levels.

We are going to many other industries in reviewing and validating our performance objectives so that we will be able to increase the options of students in terms of what they are able to do.

Also this will affect the time frame. Once the objectives are achieved, then the student has an interlevel of knowledge at that point, which means that he will not be doing more and more of the same thing. He will be increasing his options, and doing more and more toward learning new things.

We are also articulating programs at the postsecondary and secondary level, so that we know who is doing what in terms of the kinds of training that they are doing. We are introducing next year a criterium reference examination, so that the students can opt out of that part of the program that they already know, and go forward.

We have improved and increase cooperative programs. We also have programs of quality. We have capstone program, where once the student has shown that he or she knows a particular area, he or she has the option of continuing in another area, or actually going out while in school and working in that area.

These are the kinds of things that we are trying to do in Michigan.

Mr. Ford. Would you give me those five clusters again?

Dr. Hobbs. There are four clusters: Transportation, construction, health, business, and office.

Mr. Ford. Detroit has changed the high school which has over the years enjoyed some fame for what originally was called the Cooks and the Bakers School; and then became food service preparation, which we regarded as a very successful school, and a very successful education program with a high rate of employment thereafter.

In my own district, you may remember, Mrs. Burton Romulus, who was an exceptional lady, devised a program at Romulus, utilizing the presence of the Detroit Metropolitan Airport for a food service preparation program, which has a 100-percent employment rate.

So, for the kids who do not want to go into that work, once they have completed the program, they are able to do so.

Looking at the census statistics, I find that in my own area there is a tremendous dependence on industrial jobs, and number two is service. I checked with census to see what it means.

Every road and every street in and around Detroit is being clustered with fast food operations, et cetera. How come we are not taking advantage of that expanding demand for service.

I don't hear any place in that cluster where the service occupation——

Dr. Hobbs. I did not mean to imply that this was all they were going to do. This is what they chose to do for the first effort.

As you know, the Detroit public schools are in regions, and they have been having some difficulty with duplication, poor facilities and a number of other problems. They had to determine where they were going to start.

Eventually, Detroit will have 9 to 10 clusters, because there are about 409 occupations in the Detroit area. This is what they felt they could get off and to the population, and sort of prove the area concept within the city of Detroit.

There will be many other programs that are operating, and have been operating, which will continue. Wayne Community College is building five facilities which will incorporate many of the kinds of things that you suggest.

Mr. Ford. My final question is one that I put to your counterpart from the State of Washington, when he was before the committee a week or so ago.

I am familiar because of Mr. Meeds' presence on this committee, and his long-time involvement with vocational education, with what happened when Boeing shut down a couple years ago, with a tremendous impact on employment in what had been a growing industrial economy.

Suddenly, or almost suddenly, perhaps as suddenly as we have had the tremendous layoffs in the auto industry, the aircraft industry, and aircraft industry-related employment dropped down. We started seeing stories in the news magazines of highly trained engineers going on welfare, and this sort of thing.

They have come back, in spite of what is happening in the country, to a very large degree. I asked him what they did with vocational training during the period of time where all of the young people were looking toward next June, and they could see nothing but a blank wall.

What are we doing in Michigan to try to keep the young people hoping this thing will turn around by the time they are ready, so that vocational training is still relevant.

It has always been difficult for some part of the population, which feels that they are pretty well left out, that they are not going to have job access. I find in my area that it is almost a 100-percent negative sort of feeling, except the kids who know clearly that their families have the money to send them on to college.

They see an unemployed tool-and-die maker with 20 years of service, or 30 years of service, floating around the neighborhood, and it gives them very little incentive to go out and compete with him for a job.

What are we going to do to hold these people in training during this period?

Dr. HOBBS. Basically, I have to go back to my statement earlier. By increasing the options, and by doing all kinds of things, so that there is a transferability of skills. Tool-and-die makers have skills, but those skills are also applicable to a number of other kinds of things such as measurements, such as the necessary commitments, such as the knowledge of metals.

We would hope that we would increase, through programs, studies, for instance, in tool-and-die making in the schools that would go into metallurgy. Tool-and-die makers have a certain affinity toward the energy kind of problems. We have waste disposal and removal.

So, it is a matter of putting into the educational scheme, not concentrating entirely upon the training aspects, but also on the learning aspects. Most of the time, the difficulty is in training. If you just teach manipulative training, and not pay attention to the total content, that is the science, the math and the English involved, then those are the most transferable skills anywhere.

So, in Michigan, all vocational programs are a part of the total system of education. In our sector and our area concept, they do spend one-half day in their home school as well as one-half day on the manipulative aspect, so we would have to increase, for instance, the supportive kind of learning in a concrete way, so that the person can transfer those skills to other areas that are emerging, at least, in the short period of time.

That is our aim, and that is our solution, and these are two cyclical and technical changes that occur.

Mr. FORD. Thank you very much.

Chairman PERKINS. Mr. Pressler.

Mr. PRESSLER. In this field, I would like to get your opinion. I am a great supporter of the concept and practice of vocational education. In South Dakota there is a proposal to move our vocational education school unto our college campuses.

The objection to this alignment is that perhaps there is not a proper meshing of vocational education and traditional type higher education. I tend to disagree with that concept. Can you make a comment on that?

The gentlemen from New York, I would like to know your experience in New York.

Dr. Nyquist. What did you say the move was?

Mr. Pressler. The move is to move the vocational education unto the campuses of out State universities, and our State schools, basically. What are the problems that you see in this?

Dr. Nyquist. Are these secondary vocational schools, or postsecondary?

Mr. Pressler. Postsecondary.

Dr. Nyquist. I don't see any reason for that. I think that you can get appropriate coordination. For instance, in New York it is not uniformly successful, but we keep working at it, to have secondary school people and the community colleges people planning together so that there is no overlap.

I think that they should be able to do the same thing without actually moving the facilities out to the campus, and then having it become dominated, which is the thing that I would fear, by other parts of the university or college.

Mr. Pressler. In terms of education of vocational students, I am always concerned with the fact that there is this distinction, couldn't we blend together our educational system in such a fashion that we don't have this dramatic distinction, almost a class distinction, between vocational-technical education, and traditional type postsecondary education.

What do you see that we can do to break down those barriers?

Dr. Nyquist. They carry a stigma, and I think that is what you are talking about.

What we try to get across in our State is that there is a parity of esteem between being a plumber and something else. I don't think that the plumber is at the bottom by any means. You earn more money by being a plumber than a philosopher these days.

One of the advantages in New York is that we have overall supervision. Our board of regents covers everything, from two to toothless, from the kindergarten level to the doctorate level, and we have coordinating powers which try to relate all of these programs together to see that there is no duplication.

Mr. Seckendorf. If I understand what you are talking about. The organizational structure in your State that has nondegree area, postsecondary technical institutes, is that the agency?

Mr. Pressler. That is right.

Mr. Seckendorf. That is the agency that is being proposed to move to the college campuses?

Mr. Pressler. There are a lot of private schools. Be they private or public, I am concerned about the whole vocational education process in this country, the class difference, to use the harshest term, that is drawn up between traditional college type students, or traditional secondary type training, be it private or public, and vocational education.

My question to you is, what can we put in this legislation to lessen that difference. Do you see my question?

Mr. SECKENDORF. I think you are talking about the matter of separatism on the part of vocational students versus other students. We believe that in New York State we have solved that issue, at least at the secondary level, and obviously at the community college level.

Our programs operate through area centers, which are part day centers. Students do not graduate, if you will, from a vocational high school, but rather take all of their general course work at their home school, and depend only part time on the area center.

This has eliminated at the secondary level the separatism that used to exist at the postsecondary level. We do not, in New York State, operate separate nondegree, postsecondary area technical centers, but rather have vested the entire postsecondary educational and occupational program in our 2-year system.

Mr. PRESSLER. In New York, in your experience, does the vocational-technical education student, who attends a private vocational-technical school, receive pretty much the same benefits as the student who is in your junior college system, or in your public system?

Mr. SECKENDORF. I don't understand the word "benefit."

Dr. NYQUIST. Many of our postsecondary institutions are private and proprietary in New York, and they are fully equal to comparable programs in the community colleges.

About 3 years ago, at my recommendation, our board of regents authorized such institutions to grant the same degrees that community college grant, thereby giving the parity of esteem that I was talking about before.

Many of the technical-proprietary, private-technical, postsecondary institutions do not have a fully equivalent program. That is all I can tell you in answer to your question, unless there is some aspect to it that I do not grasp.

We try to give credit to people for what they know, and not where they learned it.

Mr. PRESSLER. One or two more questions. What I am trying to establish is an understanding of how you accomplish this "parity," is this done through craftsmanship, expertise, be the school private or public, or is there sort of a revenue sharing.

What I am getting at; how is it determined how much a particular school gets in your system. How do you make these decisions?

Dr. NYQUIST. Out of vocational educational funds. If there is a grant application, and a program proposed, and if it meets the guidelines, and it has merit under the criteria in our State plan, then it is given funds to carry out the plan that is proposed in the grant application.

Mr. PRESSLER. Now the private institutions, are familiar with these?

Dr. NYQUIST. They come under our purview. Everything that is education in our State comes under the board of regents, private, proprietary, prekindergarten, universities, colleges, the whole business, not in any operating sense, but in coordinating, planning sense.

We incorporate private institutions in our State. We even grant the degrees at private colleges for 5 years until they prove themselves.

Mr. PRESSLER. Is this true in Michigan?

Dr. HOBBS. In Michigan all the money goes directly to the LEA's. However in developing their plans, they must cover all of the facilities, and all of the training going on in that area, and utilize them.

If a private school already has a program, which can be utilized within their plan, then they will contract with that private school to deliver the vocational education.

That is the way that the private and proprietary schools get vocational money. They get it by contracting with the intermediate district to deliver it.

The first part of your question, for our State, in Big Rapids, Mich., they operate programs at various levels, and they have enjoyed a very positive image throughout the State, and throughout the Nation.

They have not had any problem with establishing the levels of vocational education, and giving credit for it, which is accepted at any of the other State institutions in Michigan.

Mr. PRESSLER. The final question, and Mr. Chairman, I know that I have used more time than I should, but I would like to ask both the gentlemen from New York, and Michigan, what sort of hard followup statistics do you have on your graduates, both private and public, in terms of subsequent employment, and salary levels, but not immediately after graduation. I think that you have covered some of this in your testimony.

What type of analysis do we have on what becomes of those graduates, both from the public and private schools?

Dr. HOBBS. For the past 2 years, we have been conducting what we call an extensive followup study, unfortunately it has been in the pilot stage, and we have not reached an 80 percent return rate.

The way we get our data, our hard data, is directly from the student himself as well as from the employer, as to salaries, as to whether the person is working there, how long, etcetera.

It does take a little time to get students used to answering and sending in the cards. We have initiated a telephone survey to try to get at this data. Right now I would say that the data is probably 58 percent valid.

We are going to initiate a different approach this year, and try very hard to get this so that it will be 80 percent valid.

But the kind of data that you are talking about has just been begun over the past 2 or 3 years. Primarily before then we were dependent upon the coordinators, or the teachers to furnish us with the data, but we are going directly to the recipient, because we want to know what his attitudes are, and what his ideas are about the kind of educational program he received.

Mr. PRESSLER. What is the area of the largest unemployment in your graduates?

Dr. HOBBS. I just don't have that at my fingertips.

Dr. NYQUIST. If you will look at page 24 in my document that I filed with the committee, you will see extensive data on followup of occupational education students. We have a reporting-evaluation system for our occupational education called RESOE, and page 24 and the top of page 25 summarize generally what the situation is.

Following, you will see specific completion of the secondary, postsecondary, and adult levels for the next 2 pages.

We have a table that is not a part of the testimony that we can file here that gives much more details. It is a broken down table of the placement of all these secondary, postsecondary and all other levels.

Mr. **Pressler**. What I am really concerned with is the high school student that comes in for counseling, and guidance. Do we have hard statistics to show him?

In South Dakota we have vocational education schools, some of them train diesel mechanics where there is a great shortage of people. In other areas, they were training people, who cannot find jobs.

What sorts of guidance is available to a high school senior? Do we have hard statistics based on, not only these vocational-technical education programs, but the analysis. I have not seen this in great numbers in your testimony. I want to apologize for being late to the meeting, and not having read it, but if such statistics are in here, it would be the first time I have seen them.

We are all in favor of the program, but we don't have many hard numbers. I guess that things are changing so quickly that it is impossible to develop them. I don't think that we should develop a bunch of reports, but how do you tell a high school senior.

Do you have projections on where the needs are greatest, and salaries that are fairly hard numbers?

Dr. **Hobbs**. If you would look somewhere in my report that has to do with placement, you will find that we are developing an occupational information system. We do have a grant with the Department of Labor to disseminate and organize all of the kinds of information you are describing.

In Michigan, we have a system called VIEW, which is part of the Department of Labor and MESC, and it is computerized. So, this data goes to what we call area centers, so that counsellors can give this information as to what the job market is, where the jobs are, and how much does it cost, physical requirements, advancement possibilities, and all of this is being now put into one system.

We are hoping to get this grant to be able to disseminate it, so that it is very useful all over the State. However, if we don't it is a part of section 8 of the career education legislation for the State of Michigan. The career education appointed committee must take this as a part of their duties and responsibilities, to provide this kind of information that you are suggesting. Right now it is elective.

Mr. **Pressler**. I will conclude with this; if you both had to cut back substantially on one type of vocational training, based on lack of jobs, what aspect of that program would it be?

Dr. **Hobbs**. I guess we would have to analyze the data we have on the placement, which is now in the office.

Mr. **Pressler**. Do you have any idea off the top of your head?

Dr. **Hobbs**. I really don't. Building and construction industry.

Mr. **Pressler**. That is curious, building and construction industry.

Dr. NYQUIST. That is heavy unemployment as far as we are concerned.

Mr. PRESSLER. In what areas do you have the greatest shortage? Is there an area where you have more jobs?

Dr. NYQUIST. Health services, and office occupation. It is hard to get a secretary.

Mr. PRESSLER. Dental assistants, secretarial——

Dr. NYQUIST. Health services.

Mr. PRESSLER. Thank you very much.

Mr. FORD. My question is perhaps a request for help. If you would just think about the question you have just had about the hard data, etcetera. and enumerate for us the studies, the reports that you are aware of that are now in existence that might be summarized for us by the staff.

Maybe you could tell me something else. Somebody recently told me that one of our school districts in Michigan bought a McDonald's franchise as a part of a vocational training program. Do you know anything about that?

Dr. HOBBS. I seem to have heard something about that. It is a part of their program. Also, over in Branch County, they operate a restaurant within the new center, at which they actually prepare meals as a part of their training, although it is not a McDonald's. I don't exactly know where the McDonald's happens to be. It escapes me for the moment.

I have heard rumors that this was happening, but I could not tell you exactly where it is.

Mr. FORD. I would like to find out. I have a special feeling for McDonald's, because of the amount of lobbying they have done to hold down the wages of students. I thought that it was kind of interesting that we might be spending money out there to purchase a McDonald's franchise, after the absolutely tremendous job they have done here to fight a different subcommittee over whether or not students should receive the minimum wage.

Dr. HOBBS. I will get that information for you next week.

Mr. FORD. Thank you.

Mr. HALL. I would like to ask a question. I come from Illinois, and I know something of the educational system there, and I remember how ridiculous I thought some of the certification procedures might be.

For example, Albert Einstein, if he were alive could not teach physics or mathematics in the public school system of Illinois, simply because he was not certified.

I wonder if either of your States are approaching that problem, so that you can utilize or bring in a great deal of expertise that you might not otherwise have available.

Dr. NYQUIST. As commission of education, I could not teach in the public schools in New York either, but we have changed the procedures, and go toward the competence of teachers. That gets away from just course counting, and credit counting, and gets much more field center than it has been in the past.

We also have a system in our State where you can get a degree in our State without ever going to college. It is an external degree program, and a series of proficiency examinations that are made up by the faculties of the colleges and universities of New York, there are 20 of them, public and private. You can demonstrate your proficiency on pencil and paper.

For instance, if somebody knows a foreign language, and takes a whole series of exams, they don't have then to take the courses over again. A whole bunch of those courses in education are reduced to examinations.

Dr. HOBBS. We have the same thing in Michigan. We have CBE which was developed by Wayne County Community College in Michigan. Particularly the vocational-technical education of the department of education is working on CBE. They are working on criterion reference exams, so that it is what the teacher needs to know in order to teach a specific set of objectives.

Now, they are matching the performance objectives, which have been developed in the State, where the competence is necessary in order to teach them. We expect to be in full gear in probably a year and a half.

Mr. HALL. I, too, apologize for not being here earlier, so I may have missed some of your initial statement.

Do either of you, or both, have anything like an ongoing dialogue, or an exchange with business and industry so that you can keep your objectives and services pretty well parallel?

Dr. HOBBS. All of our performance objectives are reviewed by industry and business. Every single program in the State of Michigan must have a crafts committee. It must also have a review of their program in terms of equipment, and facilities every year.

Their value is based upon the information that we receive. We also have a committee that works directly with Chrysler, Ford, and General Motors in terms of transportation objectives, working with guidance counselors, working with students.

I think that Chrysler adopted one school in northern Detroit, and has now adopted another school in Highland Park. They work directly with those students on cooperative programs; directly with the counselors; and provide a number of services in cooperation with the State Department of Education.

Dr. NYQUIST. In the State of New York, there are two or three provisions. One is that a few years ago we established one high-level position, and all he does is industry-education liaison. That is all he does in the State, and that is to relate to business and industry, and bring educators together with business and industry.

Our State advisory council, of course, has business and industry represented on it. By educational law, the local advisory council has educational advisors as well as business advisors.

Mr. FORD. One other question. Both of you, gentlemen, have common characteristics. Dr. Hobbs, I became aware, fortunately working on these legislations I knew everything they did with title I. We are using title I money in Michigan for vocational education programs in high schools that have a population that qualifies them as a target school.

When they use that kind of funding for the program, does it in any way get reported to your office as a part of the total package.

Would there be any way to ask the Michigan computer how much assistance there was, not only from title I, but the kinds of Federal funds coming in. For example, I see no reason why they could not use title II funds to buy teaching materials that were then made a part of the vocational training program.

Do they separate that out for you in any way?

Dr. HOBBS. That is separate out. I could find out where it applies, which groups it is being utilized with. It is separated out, and it is in another service. I am not aware of the statistics on that.

Dr. NYQUIST. Could I answer for the State of New York?

Mr. FORD. Yes.

Dr. NYQUIST. About 3 years ago, I established some hard and fast rules that all of the title I funds in New York have to be used for reading, arithmetic, mathematics, and bilingual education, unless the school district can prove that it did not have a problem in those areas.

The result of that, is that most of the funds are used for reading. It cannot be used for vocational education purposes at all.

Mr. FORD. I am sorry to hear that. Thank you.

Mr. HALL. Are there any further questions?

[No response.]

Mr. HALL. I want to thank both of you gentlemen, for your fine presentations.

We will meet again on Monday the 10th at 9:30, and again thank you for your presentation.

[Whereupon, at 11:01 a.m., the hearing was adjourned, to reconvene at 9:30 a.m., Monday, March 10, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

MONDAY, MARCH 10, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:20 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Simon, Zeferetti, Miller, Mottl, Hall, Buchanan, Jeffords, Pressler, and Mrs. Smith.

Staff present: John Jennings, counsel.

Chairman Perkins. The committee will come to order.

The hearing is on vocational education, and the first witness this morning is Mr. Arnold Weber, chairman of the New Jersey Advisory Council on Vocational Education. Next we have Mr. Wallace Fletcher, State Advisory Council on Vocational Education for the State of Connecticut, and Mr. Tom Elson, Nebraska State Advisory Council for Vocational Education. We are hearing from various State advisory councils this morning.

Come around, and we will start with Mr. Weber, then Mr. Fletcher, and Mr. Elson.

Without objection, your prepared statements will be inserted in the record, and you may summarize or proceed in any manner that you prefer.

[Prepared statements follow:]

Prepared Statement of Arnold K. Weber, Chairman, New Jersey Advisory Council on Vocational Education

My name is Arnold K. Weber. I am chairman of the New Jersey Advisory Council on Vocational Education. I would like to thank the subcommittee on Elementary, Secondary and Vocational Education for the opportunity to discuss with you the progress of vocational and career education since the passage of the Vocational Education Act of 1963 and the amendments of 1968.

As the committee knows, the State advisory councils have been established throughout the country to evaluate vocational education programs, services and activities and to advise the State boards of education on their annual and long-range plans for vocational education. It was not until the 1968 amendments that the full impact of vocational advisory councils was developed to involve the broadest interest of the lay public, business, industry, government, education, labor and minority representation. In many States, as in New Jersey, State councils have representatives from the private proprietary institutions and student youth representatives.

As State councils performed their duties structured and mandated under PL 90-576, it wasn't too long before those duties expanded on the State level to assist not only the State board in the development of their plans for vocational education, but also to serve as a consultancy resource for other State agencies, the State legislature, the Governor and his staff, State and National governmental officials, local district school administrators and various officials and the lay public concerned with vocational and occupational education.

Over the past four years the council has produced several reports which evaluate areas of critical concern in terms of the development of vocational education in the State of New Jersey. In our efforts on the council, it has become apparent that there has been a tremendous growth of vocational education programs that have directly been the result of the Federal Vocational Education Act. Over the last ten years, there has been a dramatic recognition of the value of vocational education. Since 1965 in New Jersey, where at that time there were a scattering of facilities for vocational education, there now exists area vocational schools to serve all 21 counties in the State. But in spite of our growth during the last fiscal year, the area vocational schools had to reject some 10,000 students who wished to enroll in a variety of vocational offerings.

In this time of a shaky economy and rising unemployment, it would seem to us that vocational education is a more critical need than ever before. In the past, there may have been time to indulge in the luxury of developing master plans which would spell out how to achieve an enrollment of 60% of our secondary school students. We had time to discuss a variety of ways to achieve this goal, all of which involved the critical expenditures of Federal, State and local funds. Of course, it is obvious that when we were asked to respond to our plans with the dollars to do the job, we soon found ourselves behind the timeline for the achievement of our objectives.

In the 1974 evaluation report of the council we noted that enrollments overall, in all educational areas, grades 9 through 12, have been decreasing, while enrollments in vocation education have been increasing. At the same time, because of economic conditions, budgets have been cut to such an extent that enrollment objectives for vocational education are being jeopardized. The future expansion of vocational education is seriously threatened at this point in time despite the fact that in New Jersey there has been an increase in enrollments from 1965 to 1974 from 12.1% to 31.2% of the total enrollment in the secondary school, which is all the market can bear at the current funding level.

The council understands that there are several proposals to revise the vocational Education Act. Despite the fact that there are many claims that these proposals will improve the vocational education thrust in the future, we would like to point out that, in our estimation, Public Law 90-576 has literally been the single instrument responsible for the dramatic growth of vocational education programs, services and activities in our State and nationally. The act has been the forerunner of career education. It has given birth to State advisory councils which have opened up for grass roots public scrutiny, all of the State activities which come under the administration of vocational education.

No other educational legislation on the elementary, secondary and post-secondary level can compare with PL 90-576 in so far as that law has allowed for public input and participation. In view of these surprising advances, it is difficult for our council to understand why the Congress would enact, for example such other legislation as PL 92-318 without assurances that the intent of Congress regarding PL 92-318 would be carried out.

Specifically, we point to the problems which are created in the development of section 1202 of title X of 92-318 which creates a 1202 Commission. The Commission provision, in our estimation, has been instituted without firm guidelines, not like the implementation of State advisory councils under 90-576, where strict representation requirements were applied. This situation has already created a confusion of purposes and quite possible could be instrumental in erasing the substantial gains that have been achieved for vocational education under PL 90-576.

It seems rather basic to us that such developments, as the creation of Federal mandates that institute State advisory councils of adult education; national and State councils on career education; 1202 Commission; and State advisory councils would be counterproductive if there are not strong Federal guidelines or strong Federal coordination of the responsibilities and activities of these advisory and policymaking bodies. These lines of responsibility must be clearly established with already existing State advisory councils on vocational education duties and responsibilities or the effect of these new Federal laws will be disastrous.

The tragic part of what I am saying is that all of us recognize the value of the work ethic and we strive to promote legislation which will assure the development of skills and careers that will have a lasting and rewarding effect on our citizens. At the same time, when proliferation occurs in the number of agencies and bodies established to regulate, coordinate and evaluate and develop recommendations for educational activities which are important to all of us and our work life, we begin to cancel out whatever strides we have made through any pioneering legislation.

The past four annual evaluation reports of the New Jersey Advisory Council have done much in pointing to areas where improvements can be made in the vocational education delivery system.

Some of the significant contributions which the council has made in assisting the State division of vocational education in the performance of its duties, are those studies and recommendations which have brought about a greater awareness and understanding of the educational system's widening role and responsibilities to larger segments of our New Jersey population.

Those studies and Recommendations include:

1. Bringing to light the expanding needs of adults and those students involved in the post-secondary occupational training area;

2. Promoting interest in the profit and non-profit sector in order to exhibit ways in which the profit school sector can contribute toward public vocational education and how essential it is for the non-profit school sector to receive occupational training for the general welfare of the New Jersey economic community.

3. Developing mechanisms and analysis of funding procedures in order to assist the State in the more equitable distribution of vocational education resources;

4. Addressing itself to problems of providing quality vocational teacher education;

5. Taking steps to assure an adequate public information system for administrators, parents and students in order to show the value of vocational education as a means of achieving a career and self direction; and

6. Stressing the need to develop strategies for a comprehensive and cost-effective master plan for vocational education.

These are only a few of the very active interests and work of the New Jersey Advisory Council on Vocational Education since 1969.

Over the past ten years there has been tremendous dedication to expansion and the cause of providing occupational training for young and old so that they might achieve career success. In our experience with the State division of vocational education we have achieved the highest cooperation. We have worked with an administration who welcomes the help of the New Jersey Advisory Council in its efforts to serve the citizens of the State.

Yet, with increasing problems which include economic factors, new legislation with imprecise guidelines and directives, changing philosophies and directions in post-secondary education areas, rising costs in local district educational operation, competition for Federal program funds and the lack of an effective plan for coordination on the national level and evaluation of the impact of Federal legislation, we find a Congress at the crossroads of a leadership decision.

The decision Congress makes regarding the future direction of vocational education will have to be based upon whether the Congress has determined if the laws of the past have provided the impact hoped for. If this cannot be demonstrated the Congress must find a new direction in our approach to vocational and occupational education.

In our experience, in the State of New Jersey, and in the evidence across the country, which exemplifies the growth of vocational education and the need and the desire to obtain what these programs offer and promise, we can say that you have succeeded under PL 90-576 and we encourage you to continue in the path of that success.

Chairman Perkins. For the sake of brevity, we will hear you, and then we will question you.

Go ahead, Mr. Weber.

STATEMENT OF ARNOLD WEBER, CHAIRMAN, NEW JERSEY ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. WEBER. Thank you, Mr. Chairman. My name is Arnold K. Weber, and I am the chairman of the New Jersey Advisory Council on Vocational Education, and have been for 3 years, under three Governors. I have served on the advisory council for a period of 6 years.

For an understanding of the things I am going to say, I am going to add a few things from my background.

In 1970, I was retired as a corporate officer of the RCA Corp.

Subsequent to that, I became an organizer of the Camden City Development Committee.

I have also helped to organize the Service Corps of Retired Executives, where I continue to serve.

I have also helped to organize the SBA and the National Action Program.

As you have indicated, since my testimony has been made part of the record, I will not refer to it, but rather I would like to supplement it with just a few remarks.

My interest in vocational education goes back a long way, starting in 1919, when I served my apprenticeship from the General Electric Co., and with supplementary education after that, I did manage to become a corporate officer of a good corporation.

I have seen many changes in the field of apprenticeship training, vocational education. I have been closely connected with this sort of thing over the years as a counselor and adviser to youth.

I still am currently involved with my grandsons. Over the years, one of the things that has impressed me in the legislation that was passed in 1968, Public Law 90–576, set up the function of advisory councils in the States.

Looking at that legislation, it was timely, clear, and far reaching. Its mandate to set up advisory councils, getting a broad representation of people concerned with vocational education from all walks of life, was particularly impressive to me.

The fact that it was set up in such a way that those groups were not tied in with any part of the education system, except to report to them, and through them to the health and welfare council of the National Health and Welfare Council, is an indication that the legislators actually were looking for some means of followup to the legislation that was passed.

I thought, as a businessman and as a man much interested in this, I thought that it was pertinent, very correct, and undoubtedly very helpful.

In spite of the progress we made in New Jersey, in having some 12 percent of the youngsters in grades 9 through 12 involved in vocational education 12 years ago, and having seen that grow threefold to 31 percent with a goal of moving that 31-percent participation up to 60 percent in 10 years. In spite of that progress, there is, of course, a big job to be done, if one considers the statements that you can read to the effect that in the 1980's, 80 percent of the jobs that will be available in the United States will be handled, or could be handled by people who do not necessarily have a college education.

So, the emphasis, in our opinion, is very proper to try to find ways of swinging the pendulum around, so instead of having parents discuss what college their kids must go to, they become seriously involved in the world of work, and find the response in life where the youngsters can make a very fine living and contribute to this whole problem of our national economy.

The one thing that has disturbed me in one of the bills, and why we asked to be here today, is that in looking at some of the new proposals on legislation, there seems to be a tendency to shirk, or to get away from the business of mandated representation, and an inclination to say: "Well, perhaps we ought to get on with the business, and let States decide."

What this has led to in Public Law 92–318 is, I believe, in some cases they have taken a shortcut, and have named an existing agency, which was a part of the educational system to do a job.

Now, my question as a former businessman, and as one who has worked on this advisory council for 6 years, and I have seen how programs may be evaluated and inputs fed into a system that brings it right back to Congress. I am concerned about the ease with which the educational system could sort of keep to itself without closer examination of the things that may be wrong, and closer examination of the things that might be improved.

So, the main purpose of my testimony is to bring out the point that if there is one thing that new legislation, in the opinion of our New Jersey State Advisory Council, ought to retain is the very specific task of naming that type of representation which will bring minority opinions, labor, industry, the educational processes, and all of the other people involved in the interest of education into focus in such a way that they can speak freely, and with some effectiveness in bringing about the changes that we see the new legislation doing, namely that which I think can be best suited to its purpose, if there is a continuation of the type of followup that has been clearly set up under Public Law 90–576.

This, I think, is all I care to say at this time. My testimony is with you. It may be read. Let me add just one thing. On page 5, we have indicated the advice that may be given freely by an advisory council, where you don't depend on your boss, or your boss's boss for your job, when you come out and say that there should be some expansion in student education.

It gets into a wide range of interests, and leads to some very interesting situations.

Another recommendation that we have made, and will continue to make, is to stress the need to develop strategy for a comprehensive overall plan of education, which goes along basically with the concept today called career education.

I thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much for a good statement. Mr. Fletcher.

STATEMENT OF WALLACE FLETCHER, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION FOR CONNECTICUT

Mr. FLETCHER. My name is Wallace J. Fletcher, and I am the executive officer of the Connecticut Advisory Council on Vocational

Education. I am a former member of the faculty of the graduate school. I am a former businessman and a consultant in the educational field.

Among my scholarly works, I am the principal author of the 2-year study of the California Vocational Education, entitled: "California Education Today, Yesterday, and Tomorrow," which I believe your committee utilized in the creation of the 1968 amendments.

It occurs to me, Mr. Chairman, that the distinguished subcommittee, and also the distinguished committee, which you chair, have been a major bulwalk against the bureaucracy and for the people of the United States in terms of the Vocational Education Act of 1963, which changed the thrust of education from being for specific programs to dealing with the needs of people across the State, all citizens of all ages, with special emphasis upon those with special needs.

In 1968, the Congress, and your committee, discovered that only 49,000 U.S. citizens in the special needs category had, in fact, received service.

Congress, therefore, took the position that in 1963 they had provided the money, but that the bureaucracy had been unwilling to change their direction. Therefore, in the 1968 amerdments, to insure the implementation of your intent, you required categorical use of funds.

You provided a stick in terms of a State plan to describe the anticipated expenditures by category and program, and who would be served.

Congress, in its wisdom, chose to mandate independent, autonomous State advisory council to advise on the implementation of the annual plan, and to evaluate annually, and on a continuing basis, its implementation.

Further, Congress then determined that at the national level there was a clear need. So, you strengthened the National Advisory Council on Vocational Education.

Once again we saw, despite some encouraging numbers, that by 1972, again the bulwark of the citizens of the country, and selected representatives on your committee recognized, as a result partly of the annual reports of the State and national advisory council that its intent on behalf of the American people was not being implemented by the Department of HEW, or by State boards of education.

Therefore, in the Education Amendments of 1972, Congress took the extreme step of mandating the internal organization of the U.S. Office of Education to insure a high priority to vocational education through the creation of a bureau, and even defining the top 17 jobs in that organization by civil service category.

A step, which to any scholar, indicated the acute dissatisfaction of the Congress, reflecting our acute concern.

However, in the 1972 amendments, you also developed requirements for a total planning capability, and did that through an amendment to the Higher Education Act of 1965, under title XII, calling for what is popularly known as the 1202 Commissions.

These, as you are aware, have been created in every State by means of a statement by the Governor of the State to the U.S. Commissioner of Education that, in fact, the formation of the 1202 Commission was a requirement of the statute.

To date, as you are aware, there have been no regulations issued by the U.S. Office of Education. In that legislation, you required that means should be found to integrate vocational and career education programs into the elementary and secondary school systems of this country with emphasis similar to that of the traditional academic subjects as one of your major thrusts, one with which we would clearly all concur.

However, you also did another thing, I would remind you, and that was that you took three of the titles of the Elementary and Secondary Education Act of 1965, and in conforming amendments on page 118 of Public Law 92–318, you required that those funds under those three titles should be utilized, Federal funds to local school districts, in order to insure again that there would be funding available, irrespective of the funding available under Public Law 90–576, to implement this coordination in education.

It is very difficult for us to determine whether or not your intent has been implemented in this matter, because the advisory council on education has an implied responsibility to see that funds for vocational education, in fact, are spent that will relate somewhat to Public Law 90–576.

Therefore, I would suggest that this is an area that the committee would want to examine carefully in future legislation.

I would like you to emphasize a matter of concern to my council, and to a number of other councils. That is the fact that our findings in certifying the annual State plans in many States have been that the intent of Congress has been either evaded, or countered.

We have drawn the attention of the U.S. Office of Education to this matter, and one reason why I have included within the documents which I am presenting as part of my testimony, the 1972 and 1974 evaluation reports of my own council.

Despite the fact, as I have said, that we have drawn attention to the fact that these plans have evaded, or countered the intent of Congress, to date no State plan has been disapproved by the U.S. Office of Education.

I would point out further, in considering future legislation, that at the State meeting of the Joint Advisory Council from all over this Nation and for the territories, in Scottsdale, Ariz., in November 1974, the councils in 1-day workshops in which two-thirds of the delegates participated, determined that in this year of anticipated new vocational education legislation, there is no need for major legislation except that Congress should perhaps further mandate the functions of the U.S. Office of Education in evaluation and enforcement of existing legislation and planning.

I recommend, respectfully, Mr. Chairman, that the financial resources of State advisory councils be increased, at least to those of us who are minimally funded States, to assist our evaluation activities, and that our annual evaluation reports be submitted through the State board of education to the education committee of the House and Senate of the United States.

I further recommend that Congress limit the percentage of vocational education funds to be used for administrative purposes within the States, and I would be prepared to expand on that in questioning, sir.

I further recommend additions to the statistical information to be required in the annual evaluation reports of the advisory councils. Here I am asking you to mandate something that we shall do, and that is, having been able to do a study in Connecticut on attritions in public high school by district, and also by the total State, we find that there has been a steady attrition between 9th grade enrollment and 12th grade enrollment, 4 years later.

Similarly, between 10th grade and 12th grade enrollments, 3 years later, because some of our high schools are organized that way, and overall in the State, we find the astonishing fact that between 1973 12th grade attribition, and 1974 12th grade attrition, there has been a jump of 23 percent in the attrition rate.

I suggest that the need for full implementation of existing legislation is demonstrated by increasing attrition rates among high school students, an increase in the percentage of youth unemployed, and believe that the dimension of the problem is such that, with appropriate safeguards, massive increases in funding are necessary.

There are two further points that are not written in my summary. One is that I would respectfully suggest that the committee reconsider its creation of a separate Office of Career Education, reporting directly to the U.S. Commissioner, rather than through the Bureau of Adult Vocational and Technical education, because this seems to be increased fragmentation of the education.

The logic of the matter escapes me, since Public Law 92–318 calls for cohesive planning.

With that, Mr. Chairman, I will respectfully await any questions.

Chairman PERKINS. Thank you for a very good statement.

[The prepared statement of Mr. Fletcher follows:]

PREPARED STATEMENT OF WALLACE J. FLETCHER, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION FOR CONNECTICUT

1. The Vocational Education Act of 1963 changed the thrust of Vocational Education from program to people needs and increased funding fourfold.

2. By 1968 the Congress discovered that only 49 thousand U.S. citizens in the special needs category had received service.

3. The Congress in the 1968 Amendments took the following steps to ensure implementation of its intent.

a. categorical use of funds

b. a State Plan to describe the anticipated expenditures by category and program

c. a State Advisory Council to advise on the development of the Plan *and to evaluate annually its implementation*

d. strengthen the National Advisory Council

4. By 1972 the Congress recognized as a result of the annual reports of the State and National Advisory Councils that its intent was not being implemented by the Department of HEW and State Boards of Education.

5. In the Education Amendments of 1972, Congress took the extreme step of mandating the internal organization of the U.S. Office of Education to ensure high priority to vocational education.

6. In the 1972 Amendments, Congress developed requirements for a total planning capability under Title 12 of the Higher Education Act of 1965. To date, these requirements have *not* been implemented through regulations by the U.S. Office of Education.

7. Despite the findings of State Advisory Councils in certifying annual State Plans that these plans evaded or countered the intent of Congress, to date, no State Plan has been disapproved.

8. At the joint meeting of State Advisory Councils in Scottsdale, Arizona in November, 1974, the Councils determined that in this year of anticipated new vocational education legislation there is no need for major change *except that Congress should further mandate the functions of the U.S. Office of Education in evaluation and enforcement of existing legislation and planning.*

9. I recommend that the financial resources of State Advisory Councils be increased to assist their evaluation activities and that their annual Evaluation Reports be submitted through the State Board of Education to the Education Committees of the House and Senate of the U.S.

10. I further recommend that Congress limit the percentages of vocational education funds to be used for administrative purposes within the states.

11. I further recommend additions to the statistical information to be required in the annual Evaluation Reports of Advisory Councils, e.g. attritions in public high school by district and state.

12. I suggest that the need for full implementation of existing legislation is demonstrated by increasing attrition rates among high school students, an increase in the percentage and numbers of youth unemployed, and believe that the dimension of the problem is such that, with appropriate safeguards, massive increases in funding are necessary.

To: Wallace J. Fletcher.
From: Carolyn Grafton.
Subject: Community Needs Factor.

The Community Needs Factor (CNF) is composed of five factors: (1) number of AFDC (Aid to Families with Dependent Children) children; (2) general unemployment; (3) high school non-graduates 16–21; (4) youth unemployment; and (5) equalized tax rate.

All of these numbers are converted to Z scores (mean of 0, standard deviation of 1) and the five Z scores are added.

We have no questions at present on the first two items. The number of AFDC children is a firm figure. The general unemployment figures are now computed by town rather than by labor market region, so those figures are now satisfactory.

It was decided at the January 10 meeting on the CNF (held at the State Office Building in Mr. Bialobrzeski's office) that the high school non-graduates figure, which is often collected via a town census, will be replaced by a figure representing school leavers. This new figure will be computed as the difference between the number of graduates in the most recent graduating class and the size of that class $2\frac{1}{2}$ years previously, taken from the 10th grade October student count for the ADM (average daily membership). Tenth grade enrollment figures were chosen rather than 9th grade figures because some junior high schools keep the students through the ninth grade, then send them to regional high schools. There is a drawback to not using 9th grade figures. That drawback is that a person who is held back one grade may turn 16 before reaching 10th grade, and therefore drop out without being counted. However, we accept the 10–12 grade difference as a vast improvement over the census figures for high school non-graduates.

The figures for youth unemployment have also been unacceptable. The State Department of Labor is now working out a formula for consideration. The merits of the new formula will be assessed by Mr. Richard Wilson, Mr. Frank Livak, and Mrs. Carolyn Grafton.

The fifth figure is equalized tax rate.

$$\text{equalized tax rate} = \frac{\textit{grand levy X percent evaluation}}{\text{grand list}}$$

There are several problems inherent in trying to compare towns by their tax rates. Towns assess their properties in different years, (there may be as much as a 19 year difference in the year of assessment for two towns). Yet the percent assessment as well as the actual assessment figures remain unchanged until the next assessment. There can also be a discrepancy between the stated percent of assessment and the actual percent of the fair market value at which property is assessed. This varies from town to town and from assessor to assessor. These problems are described more fully in "Financing Connecticut's Schools, The Final Report of the Commission to Study School Finance and Equal Educational Opportunity, January, 1975". In addition to these variations which affect the comparability of the "equalized tax rates", different towns use varying proportions of their tax to support education. The report of the Commission (referred to above) used a figure which they call the school tax rate which consists of the local funds for current school operating expenses divided by the adjusted assessed valuation.

Local funds for current school operating expenses are computed as: Total current educational operating expenses minus state aid minus federal aid.

$$\text{school tax rate} = \frac{\textit{local funds for current school operation expenses}}{\text{adjusted assessed evaluation}}$$

The present form of the "equalized tax rate" in the CNF assumes that all towns use 100% of their local tax to support education. This equalized tax rate must be changed to a school tax rate to represent the rate of taxation which is spent on education.

THE ROLE AND RESPONSIBILITIES OF STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION WITHIN THE CHANGING EDUCATIONAL SYSTEM

EXECUTIVE SUMMARY

The recent history of American education can be characterized as a shift of emphasis for leadership from the local school district to the State and Federal Governments. At the same time an increasing emphasis was being placed on the need for formal preparation for employment as a responsibility of the education system. A further trend was to attempt to offset the differing levels of financial support for education by the local school districts due to size and tax base from which to fund education.

Increasing Federal support and leadership

During the 1960's a variety of Federal laws were passed providing increasing support to various segments of the educational effort. Among these was the 1963 Vocational Education Act, (P.L. 88–210). The Senate Committee on Labor and Public Welfare described the 1963 act as follows in its report in July, 1968:

"THE ACT OF 1963

"The Vocational Education Act of 1963 represented the first basic reconsideration of vocational education since 1917. In the latter year, Congress provided $7 million per year in matching grants for training in agriculture, home economics, and 'trade and industry' occupations. By 1963, distributive education, practical nursing fishery occupations, and technical training had been added to the list of occupational categories, and Federal appropriations for vocational education had increased to $55 million. However, the nature of the program remained unchanged—Federal matching grants were made available to the States to be spent in specified amounts for training in each of the seven occupational categories with a minimum of Federal direction or involvement.

"The immediate motivation for the 1963 act was the high level of unemployment among untrained and inexperienced youth. Longer term criticism alleged a failure to change occupational emphases in keeping with an increasingly sophisticated technical economy. More dimly recognized, but implicit, was the growing need for formal preparation for employment.

"The 1963 act was the immediate product of a Panel of Consultants on Vocational Education established at the direction of President John F. Kennedy in 1961. The act's contributions and future needs cannot be evaluated apart from consideration of the general status of vocational education.

"The declared objectives of the Vocational Education Act of 1963 was the employment preparation of four groups of people rather than the labor market demands of various occupational categories. It included: '* * * persons of all ages in all communities of the State—those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps—will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or antcipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.'

"Federal funds were increased fourfold and could be used to prepare individuals for gainful employment in any nonprofessional occupation.

"However, objectives are achieved by allocation and application of resources, not by declarations of intent. Neither 'carrots' nor 'sticks' were provided to influence expenditure patterns."

The report of the Senate Committee contains continued criticism that opportunities for new utilizations of funds allowed by the Act were not grasped. The Committee pointed out that:

"Enrollment in courses designed specifically for those with special needs was reported as 49,000 in fiscal 1966. The special needs figure does not include the youths and adults from disadvantaged backgrounds enrolled in regular courses. It is a strong indication that little serious effort followed that particular directive of legislative intent."

Further in its report the Committee reaches the heart of the matter of its disappointment at the inadequacy of response by State and Local Educators to the opportunties and the implied mandate of the 1963 Act.

"The reporting system persists in using the traditional occupational categories. Therefore, information in the actual occupations for which students are trained is limited. However, indications are that there has been little progress toward the primary redirections endorsed by the 1963 act. The proportion of high school students enrolled does not appear to be rising when the addition of office occupations to the Federal support roster is considered. Adult enrollments are increasing slowly. Postsecondary enrollments are rising more rapidly, but they are part of the expanding junior college movement.

"The addition of office occupations to those specifically eligible for Federal support was laudatory in view of employment trends and the deficiency of vocational education opportunities for women. To the extent the rising number enrolled in federally supported courses in that category is a net addition to those being trained for office work, a contribution is being made.

"Considering the growing demands, the efforts to develop training in such critically labor-short areas as health and technical occupations and some in the skilled trades have been limited. Even within these areas, health occupations appear largely restricted to practical nurses and dental assistants, ignoring the wide variety of medical technician opportunities. Technician programs appear overconcentrated in electronics and drafting. Little effort has been made to interrelate secondary and postsecondary training to provide 'career ladders' and reduce overlap in technical programs requiring extensive training. Two out of five American youths attend college, and half of them graduate. This is a remarkable accomplishment. But it still leaves four out of five to obtain salable skills in high school, in postsecondary technical and junior colleges, in uncompleted college courses, in apprentice or on-the-job training, or, belatedly, through remedial programs. The act of 1963 has yet to make an appreciable difference in the extent to which they do so . . ."

Having established its level of disappointment, the Committee restated the national commitment to a major philosophical redirection of American education as follows:

"There are limits to what can be done in the form of legislation to guide vocational education in the future. Congress can make funds available and provide general guidelines for the use of those funds. The primary responsibility for vocational and technical education rests with the people involved at the local level. They must be ever alert to insure response to the ever-changing needs of the people for education and the needs of the economy for manpower.

"The responsibility for preparing young Americans for life in the [illegible] tury belongs to our schools. Children now being educated will be [illegible] their living after the year 2000 A.D. The rapid changes in American [illegible] and economy during the last two decades and those which are pre[illegible] during the next decade indicate that the life of these young people will be filled with opportunities, crises, and problems which are beyond present imagination.

"It is impossible to train children for 21st century life. It is only possible to provide them with an education which will permit them to take advantage of new opportunities, withstand unforseen crises and solve heretofore unsolvable problems. Modern technology, the rapidly expanding world of knowledge, and freedom from poverty could lay a foundation for a civilization which, for the first time in human history, would offer every American an opportunity to develop his full potential.

"It is also possible that technological progress and the economic advantages accruing to those who have mastered that technology will leave a large segment of our society behind—separated from the benefits of the mainstream of the society and the economy . . ."

It was as a result of the inadequacy of the response to the intent of the 1963 legislation, that Congress developed and passed the Vocational Education Amendments of 1968, (P.L. 90–576). Within these amendments, the Congress provide both the "carrot" and the "stick" which they had felt was lacking in the 1963 legislation. In addition to defining special categorical uses for the federal funds, (e.g. 15% of the basic support funds were to be used for special programs for the disadvantaged; 10% ot the basic funds were to be used for special programs for the handicapped; 15% of the basic funds were to be used for postsecondary education). The expenditures of these funds were to be made to implement a required State plan for vocational education to be submitted to the United States Commissioner of Education annually, in which a statement of needs to be met and a plan of programs to meet these needs was required. The plan, to be acceptable, must contain both short and long range program specifications.

In order to ensure as broad an input as possible to the State plan, the creation of a State Advisory Council on Vocational Education was required. The duties of the Council are to advise the State Board of Education on the development of its annual short and long range plan and certify that it has been consulted. Without this consultation certification, the Commissioner of Education is forbidden to allot funds to a State. Further, each year the Advisory Council is required to evaluate the appropriateness of the State plan and its implementation in relation to the needs of the citizens of the State for occupational education. The legislation also created a National Advisory Council on Vocational Education, and the Senate Committee on Labor and Public Welfare, in its report transmitting its version of the legislation, stated:

". . . The committee believes that strong National and State Advisory Councils are needed to improve the administration of vocational education at the Federal and State levels . . ."

The intent of Congres, therefore, was clear in that it had first tried permissive language and was now mandating change using the Federal funds as the "carrot" and categorical aid, the State plan and the Advisory Councils as the "stick." However, since the passage and implementation of P.L. 90–576, it has become necessary to have clarifying regulations for emphasizing the arms-length relationship intended by the Congress between the State Board of Education and the State Advisory Council on Vocational Education. These regulations first dealt with the structural relationship and forbid the State Board of Education to have any fiscal control of the council's activities. Thus, in March, 1972, the State Board of Education ceased to be the fiscal agent for the Connecticut S.A.C.V.E. and was replaced by the Department of Finance and Conrtol. The other major requirement is that as of February, 1972, the State Board of Education is required to respond specifically and in writing to each of the recommendations made by the Connecticut S.A.C.V.E. in its annual evaluation report which is transmitted to the U.S. Commissioner of Education and through the State Board. In responding to these recommendations, the State Board must specify what action it is taking to implement the recommendation. Where the State Board does not wish to implement a recommendation, it is required to provide to the U.S. Commissioner of Education and to the National Advisory Council on Vocational Education a substantial body of documentary evidence to support its position.

The annual reports of the S.A.C.V.E.S. as analyzed and integrated by the National Advisory Council and used as a basis for testimony before Congressional Committees and in informal meetings with members of Congress confirmed for both the House and Senate Committees on Education that the educational needs of our citizens were still not being met. This evidence demonstrated that while the essential thrust of most educational systems at the local level is toward the development of student characteristics suitable for college entrance, less than 20 per cent of any 7th grade will graduate with a baccalaureate degree; that the nature of guidance and counselling at the lower level is such that students are not aware that many of the educational decisions to which they are led are in fact vocational decisions and career decisions; that 30 per cent of students will not graduate from high school; that of those who remain in high school and not in a college prep program, little opportunity for the development of a saleable skill is provided; that for those students who either drop out from high school or graduate from high school but do not go on to a 4 year institution, inadequate programs of career education exists; that teacher-training institutions and guidance counsellor training institutions provide little professional development in career areas; that each year since 1960 the ratio of youth to adult unemployment has risen; that in short, the public educational system makes little adequate provision to ensure that each student leaving high school is equipped either to enter productive employment or to undertake additional education at the postsecondary level.

The Congress, therefore, produced bills in both Houses aimed at remedying the above situation and on May 22, 1972, the Conference Committee of the House and Senate issued the Education Amendments of 1972 which were approved by both the House and Senate and signed into law by President Nixon on June 23, 1972, as Public Law 92–318.

Under this new legislation, any State desiring to participate in programs authorized by the Act, must redirect its education systems, from Kindergarten to adult, to ensure that the educational and career preparation needs of all students are met.

Planning

The legislations call for a designated "State Commission" to initiate and "conduct a comprehensive program of planning for the establishment of programs called for", in those states desiring to receive assistance under the numerous programs authorized in the Act.

Planning activities must include "an assessment of the existing capabilities and facilities for the provisions of post-secondary occupational education, together with existing needs and projected needs for such education in all parts of the State", and thorough consideration must be given "the most effective means of utilizing all existing institutions within the State capable of providing the programs called for in the legislation."

Additionally, a long-range strategy must be developed "for infusing occupational education (including general orientation, counseling and guidance, and placement either in a job or in post-secondary occupational programs) into elementary and secondary schools on an equal footing with traditional academic education, to the end that every child who leaves the secondary school is prepared either to enter productive employment or to undertake additional education, but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice". Furthermore, planning activities must include the development of procedures to insure continuous planning and evaluation.

Administration

Any state which desires to participate in the programs authorized by this law must also designate or establish a "State Agency" which will have sole responsibility for fiscal management and administration of the program, in accordance with the plan developed by the "State Commission". Additionally, the "State Agency" must adopt administrative arrangements, satisfactory to the U.S. Office of Education, charging the State Advisory Council on Vocational Education with the same responsibilities in respect to this program "as it has with respect to programs authorized under the Vocational Education Act of 1963".

Responsibilities of the advisory council

Before the U.S. Commissioner can release funds to the states for program implementation, the State Advisory Council must be able to fulfill its responsibility. That responsibility calls for the Council to advise, evaluate, recommend, and certify its involvement in the plan developed by the "State Commission." Additionally, the Council must review and make recommendations in relation to the design of programs for which funding is requiseted by that "State Agency". Also, opportunity must be provided for the Council to make evaluations of the operation and programs of the "State Agency".

In order to complete the analogy of the Council responsibilities in this Act to ones in the Vocational Education Act, in the preparation of subsequent plans, the "State Agency" must make indiivdual responses to previous recommendations of the Council.

Priorities

There are definite priorities established in this legislation. The first priority is the preparation of "a comprehensive educational plan to include an assessment of the existing capabilities and facilities for the provision of postsecondary occuptional education, together with existing needs and projected needs for such education into the elementary and secondary system". Congress goes on to state the Commissioner shall make grants to states so that they may carry out the program to infuse such occupational education into the elementary and secondary system.

In fact, when Congress established assurance and judicial review of this legislation, they stipulated that before the Commissioner makes any grant he must be satisfied that the system will not permit a student to leave the secondary system ill-prepared to either enter a college, technical institute, or immediate employment.

Administrative changes

P.L. 92–318 amends part C, Title X of the Higher Education Act to establish in the United States Office of Education a Deputy Commissioner of Occupational and Adult Education. This places the head of the agency on the same administrative level as the Deputy Commissioner for Higher Education and the Deputy Commissioner for Elementary and Secondary Education. Thus, it is quite clear that it is the intent of Congress to insure that occupational education programs not be subservient to the more traditional programs of either level of education, but rather that they be a viable part of both.

Gl I

1963 Vocational Education Act (P.L. 88-210)
as amended
1968 Vocational Education Act Amendments (P.L. 90-576)

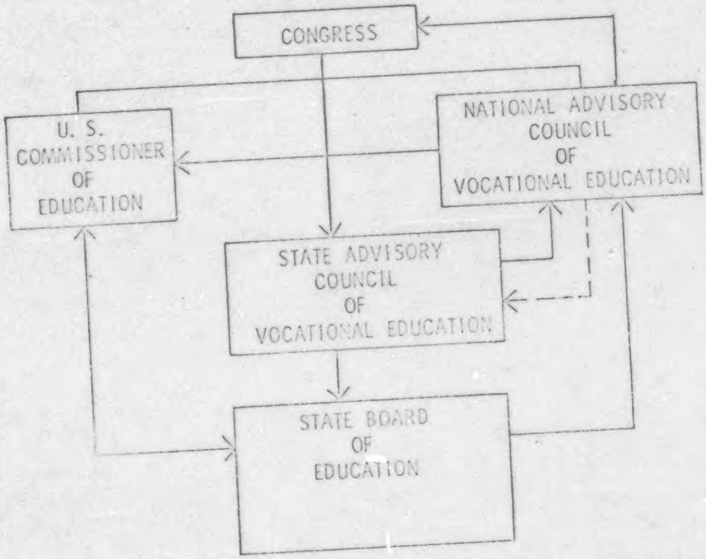
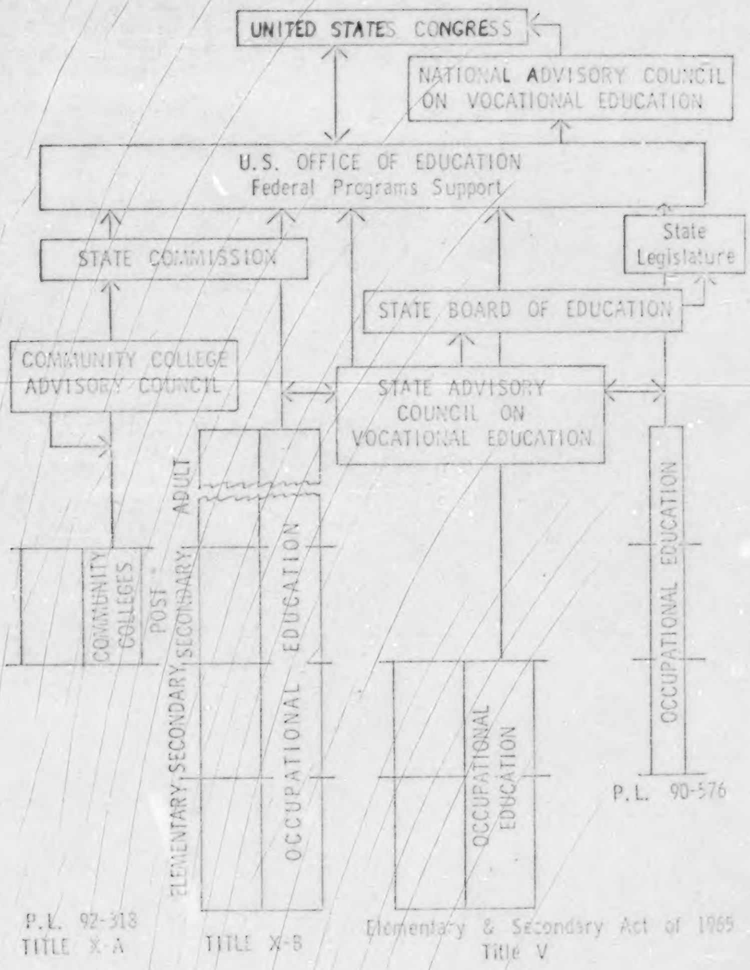

CONGRESS
U. S. COMMISSIONER OF EDUCATION
NATIONAL ADVISORY COUNCIL OF VOCATIONAL EDUCATION
STATE ADVISORY COUNCIL OF VOCATIONAL EDUCATION
STATE BOARD OF EDUCATION

CHART II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Federal Programs Support
STATE COMMISSION
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STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
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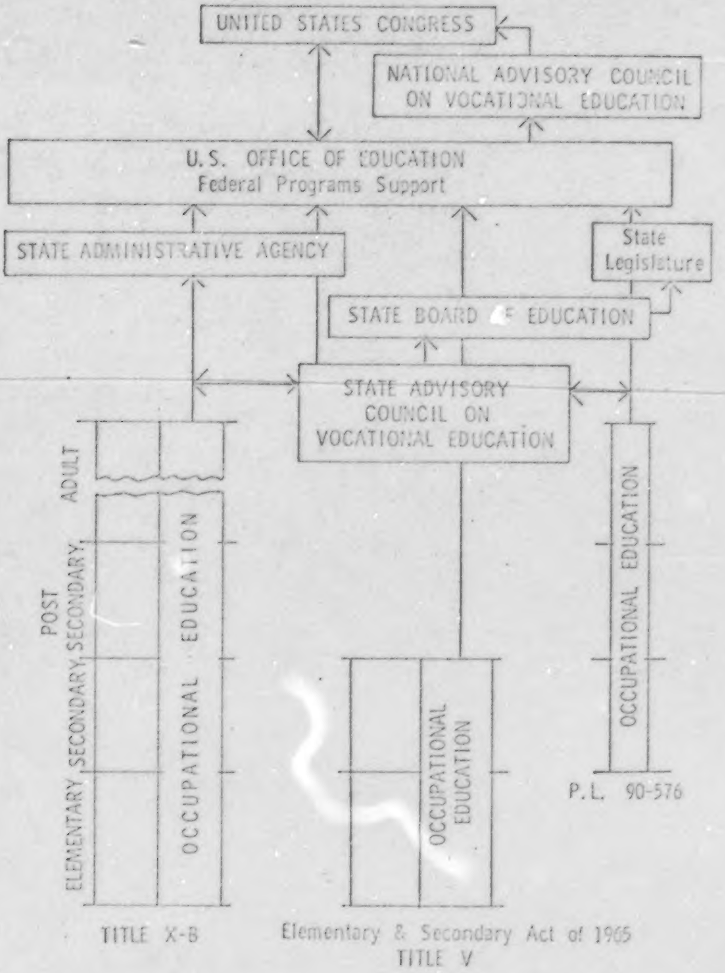
TITLE X-A
TITLE X-B
Elementary & Secondary Act of 1965
Title V
P.L. 90-576

CHART III


UNITED STATES CONGRESS
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POST SECONDARY
SECONDARY
ELEMENTARY
OCCUPATIONAL EDUCATION
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OCCUPATIONAL EDUCATION
P.L. 90-576
TITLE X-B
Elementary & Secondary Act of 1965
TITLE V

ATTRITION RATES BY SCHOOL DISTRICT OF 9TH AND 10TH GRADE CLASSES AS THEY ENROLL IN 12TH GRADE 4 OR 3 YEARS LATER

These data are derived from the Annual Enumeration Reports submitted annually to the State Department of Education.

Town	Year	9△12	9△12PC	10△12	10△12PC
1 **Andover**	1972	36	0.13	22	0.08
2 **Ansonia**	1973	41	.14	28	.10
	1974	51	.16	39	.13
3 **Ashford**	1972	9	.06	3	.02
4 **Avon**	1973	3	.02	8	.04
	1974	−11	−.06	−4	−.02
5 Barkhamsted	1972	22	.09	26	.11
6 Beacon Falls	1973	−8	−.03	12	.05
7 Berlin	1974	−16	−.06	11	.04
8 Bethany	1972	10	.06	7	.05
9 Bethel	1973	12	.07	16	.09
	1974	33	.17	26	.14
10 Bethlehem	1972	32	.09	35	.09
11 Bloomfield	1973	53	.14	39	.11
	1974	42	.13	19	.06
12 Bolton	1972	20	.27	15	.22
	1973	13	.16	6	.08
	1974	17	.25	9	.15
13 Bozrah	1972	−60	−.24	33	.10
14 Branford	1973	44	.12	35	.10
	1974	43	.10	25	.06
15 Bridgeport	1972	523	.33	348	.25
	1973	583	.33	308	.20
	1974	559	.33	543	.32
16 Bridgewater	1972	125	.14	177	.19
17 Bristol	1973	197	.20	234	.23
	1974	251	.25	227	.23
18 Brookfield	1972	34	.20	17	.11
	1973	10	.05	−20	−.11
	1974	31	.14	29	.13
19 Brooklyn	1972	0	0	0	0
	1973	64	1	0	0
	1974	69	1	0	0
20 Burlington	1972	14	.13	4	.04
21 Canaan	1973	5	.05	1	.01
22 Canterbury	1974	36	.26	19	.16
23 Canton					
24 Chaplin	1972	12	.03	0	0
25 Cheshire	1973	30	.07	22	.06
	1974	30	.07	20	.05
26 Chester	1972	34	.17	33	.17
27 Clinton	1973	31	.15	34	.16
	1974	41	.19	33	.16
28 Colchester	1972	20	.22	13	.15
	1973	13	.12	8	.08
	1974	18	.13	9	.07
29 Colebrook	1972	22	.14	12	.08
30 Columbia	1973	43	.28	25	.19
31 Cornwall	1974	28	.19	15	.11
32 Coventry					
33 Cromwell	1972	5	.05	3	.03
	1973	12	.13	9	.10
	1974	−7	−.07	1	.01
34 Danbury	1972	162	.22	135	.19
	1973	198	.23	152	.18
	1974	209	.25	164	.20
35 Darien	1972	75	.17	8	.02
	1973	25	.06	−25	−.07
	1974	6	.02	10	.03
36 Deep River	1972	29	.14	21	.11
37 Derby	1973	22	.11	10	.05
	1974	50	.22	25	.13
38 Durham	1972	0	0	0	0
	1973	0	0	0	0
	1974	0	0	0	0
39 Eastford	1972	4	.08	0	0
40 East Granby	1973	8	.14	6	.11
	1974	12	.18	14	.21
41 East Haddam	1972	9	.14	15	.22
	1973	6	.08	4	.05
	1974	3	.04	−6	−.10
42 East Hampton	1972	20	.17	10	.09
	1973	7	.06	1	.01
	1974	10	.07	7	.05
43 East Hartford	1972	253	.26	140	.16
	1973	265	.26	152	.17
	1974	258	.25	175	.19
44 East Haven	1972	−27	−.07	21	.05
	1973	−3	−.01	43	.10
	1974	19	.05	40	.09

Town	Year	9△12	9△12PC	10△12	10△12PC
45 East Lyme	1972	37	.19	43	.21
	1973	25	.11	19	.08
	1974	45	.19	38	.16
46 Easton	1972	26	.16	18	.12
47 East Windsor	1973	7	.05	12	.08
	1974	19	.12	18	.12
48 Ellington	1972	24	.16	16	.11
	1973	9	.05	11	.06
	1974	31	.15	25	.13
49 Enfield	1972	114	.14	68	.09
	1973	126	.14	127	.14
	1974	136	.14	125	.13
50 Essex	1972	49	.05	41	.04
51 Fairfield	1973	44	.04	49	.05
	1974	64	.06	53	.05
52 Farmington	1972	21	.09	20	.09
	1973	14	.06	21	.09
	1974	23	.09	25	.09
53 Franklin	1972	10	.03	27	.07
54 Glastonbury	1973	26	.07	49	.13
	1974	−1	0	12	.03
55 Goshen	1972	16	.16	16	.16
56 Granby	1973	16	.14	11	.10
	1974	6	.05	−3	−.03
57 Greenwich	1972	21	.03	24	.03
	1973	−26	−.03	14	.02
	1974	−25	−.03	35	.04
58 Griswold	1972	60	.31	33	.20
	1973	68	.38	57	.34
	1974	64	.35	12	.09
59 Groton	1972	101	.20	116	.22
	1973	132	.25	129	.24
	1974	129	.22	158	.26
60 Guilford	1972	−5	−.02	−4	−.02
	1973	7	.03	2	.01
	1974	2	.01	7	.03
61 Haddam	1972	42	1.00	0	0
	1973	46	1.00	0	0
	1974	59	1.00	0	0
62 Hamden	1972	−68	−.10	19	.02
	1973	−87	−.14	20	.03
	1974	−47	−.08	101	.13
63 Hampton	1972	1,098	.52	553	.35
64 Hartford	1973	1,190	.55	664	.40
	1974	1,123	.54	726	.43
65 Hartland	1972	65	.20	53	.17
66 Harwinton	1973	22	.08	75	.22
67 Hebron	1974	23	.09	67	.22
68 Kent					
69 Killingly					
70 Killingworth	1972	5	.07	3	.04
71 Lebanon	1973	−4	−.05	2	.02
	1974	20	.26	19	.25
72 Ledyard	1972	27	.11	15	.07
	1973	18	.07	14	.06
	1974	−69	−.41	33	.12
73 Lisbon	1972	24	.17	23	.16
74 Litchfield	1973	13	.11	5	.05
	1974	2	.01	4	.03
75 Lyme	1972	−18	−.10	−4	−.02
76 Madison	1973	−9	−.05	1	0
	1974	2	.01	8	.04
77 Manchester	1972	30	.05	14	.02
	1973	44	.06	27	.04
	1974	31	.05	42	.06
78 Mansfield	1972	196	.21	96	.11
79 Marlborough	1973	169	.18	108	.12
80 Meriden	1974	270	.26	166	.18
81 Middlebury	1972	44	1.00	0	0
	1973	0	0	0	0
	1974	0	0	0	0
82 Middlefield	1972	0	0	0	0
	1973	0	0	0	0
	1974	0	0	0	0
83 Middletown	1972	23	.07	108	.25
	1973	18	.05	29	.08
	1974	−2	−.01	65	.16
84 Milford	1972	186	.21	165	.19
	1973	217	.21	189	.19
	1974	−109	−.10	−152	−.15
85 Monroe	1972	2	.01	20	.08
	1973	44	.16	16	.07
	1974	10	.04	21	.08
86 Montville	1972	19	.08	21	.09
	1973	43	.15	19	.07
	1974	41	.15	40	.14

Town	Year	9△12	9△12PC	10△12	10△12PC
87 Morris	1972	69	.18	51	.14
88 Naugatuck	1973	75	.18	55	.14
	1974	67	.15	66	.15
89 New Britain	1972	31	.03	146	.14
	1973	30	.03	142	.13
	1974	6	.01	215	.19
90 New Canaan	1972	30	.08	24	.07
	1973	14	.04	−8	−.02
	1974	−12	−.03	−7	−.02
91 New Fairfield	1972	85	1.00	0	0
	1973	105	1.00	0	0
	1974	99	1.00	0	0
92 New Hartford	1972	419	.28	191	.15
93 New Haven	1973	347	.26	160	.14
	1974	375	.29	307	.25
94 Newington	1972	1		−24	−.06
	1973	70	.15	25	.06
	1974	88	.17	74	.14
95 New London	1972	87	.25	78	.23
	1973	123	.33	118	.32
	1974	72	.21	98	.26
96 New Milford	1972	59	.23	24	.11
	1973	53	.20	29	.12
	1974	55	.19	44	.16
97 Newtown	1972	−11	−.05	−14	−.07
	1973	35	.12	38	.13
	1974	12	.04	14	.05
98 Norfolk	1972	24	.11	22	.11
99 North Branford	1972	24	.11	22	.11
	1973	33	.14	15	.07
	1974	42	.17	17	.08
100 North Canaan	1972	55	.12	50	.11
101 North Haven					
	1973	40	.09	38	.09
	1974	69	.15	53	.12
102 North Stonington	1972	11	.17	6	.10
	1973	1	.01	5	.07
	1974	4	.05	2	.02
103 Norwalk	1972	213	.19	144	.14
	1973	132	.12	121	.11
	1974	281	.24	276	.23
104 Norwich	1972	5	.06	3	.04
105 Old Lyme					
	1973	3	.03	1	.01
	1974	103	1.00	105	1.00
106 Old Saybrook	1972	28	.16	29	.16
	1973	20	.12	13	.08
	1974	23	.14	15	.09
107 Orange	1972	94	.40	32	.18
108 Oxford	1972	94	.40	32	.18
109 Plainfield	1973	98	.39	30	.17
	1974	131	.50	83	.39
110 Plainville	1972	50	.18	43	.16
	1973	44	.15	38	.14
	1974	56	.19	42	.15
111 Plymouth	1972	32	.17	27	.15
	1973	30	.17	17	.10
	1974	70	.35	30	.19
112 Pomfret	1972	−8	−.06	−10	−.08
113 Portland	1973	26	.19	20	.16
	1974	27	.19	31	.21
114 Preston	1972	28	.19	31	.21
115 Prospect	1973	35	.21	13	.09
116 Putnam	1974	53	.32	38	.26
117 Redding	1972	−11	−.04	−5	−.02
118 Ridgefield	1973	14	.04	6	.02
	1974	−2	−.01	2	.01
119 Rocky Hill	1972	10	.07	12	.08
	1973	23	.13	20	.12
	1974	16	.10	15	.09
120 Roxbury	1972	−34	−.15	−32	−.14
121 Salem	1973	−9	−.04	39	.14
122 Salisbury	1974	65	.19	43	.14
123 Scotland					
124 Seymour					
125 Sharon	1972	5	.01	23	.07
126 Shelton	1973	34	.09	21	.06
	1974	53	.12	33	.08
127 Sherman	1972	−11	−.03	12	.03
128 Simsbury	1973	12	.03	13	.03
	1974	36	.08	29	.07
129 Somers	1972	6	.06	11	.10
	1973	−5	−.04	−12	−.11
	1974	11	.10	16	.14
130 Southbury	1972	147	1.00	0	0
	1973	0	0	0	0
	1974	0	0	0	0

Town	Year	9△12	9△12PC	10△12	10△12PC
131 Southington	1972	−22	−.05	79	.14
	1973	−56	−.11	49	.08
	1974	−16	−.03	31	.05
132 South Windsor	1972	32	.10	26	.08
	1973	22	.07	19	.06
	1974	61	.17	51	.14
133 Sprague	1972	28	.17	14	.09
134 Stafford	1973	21	.14	16	.11
	1974	16	.10	17	.10
135 Stamford	1972	217	.15	159	.11
	1973	139	.10	222	.14
	1974	125	.09	167	.11
136 Sterling	1972	12	.05	2	.01
137 Stonington	1973	5	.02	2	.01
	1974	26	.11	23	.10
138 Stratford	1972	50	.06	78	.10
	1973	71	.08	78	.09
	1974	70	.08	84	.10
139 Suffield	1972	12	.07	17	.10
	1973	23	.12	28	.14
	1974	24	.12	32	.16
140 Thomaston	1972	25	.24	13	.14
	1973	15	.14	14	.14
	1974	23	.20	18	.17
141 Thompson	1972	32	.32	28	.29
	1973	21	.15	15	.11
	1974	33	.26	21	.18
142 Tolland	1972	9	.08	4	.04
	1973	7	.05	5	.04
	1974	19	.12	15	.10
143 Torrington	1972	73	.15	62	.13
	1973	118	.23	96	.19
	1974	134	.26	101	.21
144 Trumbull	1972	−45	−.08	−8	−.01
	1973	−40	−.07	−22	−.04
	1974	−16	−.03	35	.05
145 Union	1972	147	.30	73	.18
146 Vernon	1973	198	.35	132	.26
	1974	179	.35	95	.22
147 Voluntown	1972	61	.10	77	.12
148 Wallingford	1973	97	.15	92	.14
	1974	107	.16	113	.17
149 Warren	1972	0	0	0	0
150 Washington	1973	0	0	0	0
	1874	0	0	0	0
151 Waterbury	1972	298	.23	114	.10
	1973	304	.25	219	.19
	1974	216	.19	180	.17
152 Waterford	1972	54	.15	20	.06
	1973	73	.22	22	.08
	1974	100	.26	40	.12
153 Watertown	1972	67	.19	31	.10
	1973	98	.24	46	.13
	1974	93	.24	64	.18
154 Westbrook	1972	7	.12	9	.15
	1973	2	.03	3	.04
	1974	3	.05	0	0
155 West Hartford	1972	18	.02	59	.06
	1973	−25	−.02	39	.03
	1974	45	.04	72	.07
156 West Haven	1972	161	.21	49	.07
	1973	151	.19	74	.11
	1974	212	.26	108	.15
157 Weston	1972	19	.11	12	.07
	1973	−11	−.06	−1	−.01
	1974	8	.05	7	.04
158 Westport	1972	32	.05	27	.04
	1973	12	.02	−8	−.01
	1974	32	.05	32	.05
159 Wethersfield	1972	−2	0	21	.04
	1973	9	.02	19	.04
	1974	33	.07	25	.05
160 Willington	1972	−35	−.12	0	0
161 Wilton	1973	−14	−.04	−13	−.04
	1974	−2	−.01	19	.05
162 Winchester	1972	28	.08	7	.02
163 Windham	1973	42	.11	17	.05
	1974	33	.08	54	.12
164 Windsor	1972	25	.06	33	.07
	1973	25	.06	61	.13
	1974	54	.11	59	.12
165 Windsor Locks	1972	48	.14	21	.07
	1973	51	.15	19	.06
	1974	78	.22	32	.11
166 Wolcott	1972	64	.20	35	.12
	1973	44	.14	33	.11
	1974	27	.10	22	.08

Town	Year	9△12	9△12PC	10△12	10△12PC
167 Woodbridge	1972	0	0	0	0
168 Woodbury	1973	0	0	0	0
	1974	0	0	0	0
169 Woodstock	1972	28	.14	28	.14
170 R1—Housatonic high	1973	41	.20	26	.14
	1974	13	.08	14	.08
171 R4—Valley high	1972	31	.14	24	.12
	1973	22	.13	30	.17
	1974	37	.19	36	.19
172 R5—Amity high	1972	3	.01	29	.06
	1973	13	.03	51	.10
	1974	45	.08	56	.16
173 R6—Wamogo high	1972	15	.16	16	.16
	1973	11	.11	14	.14
	1974	11	.12	9	.10
174 R7—Northwestern	1972	32	.20	5	.04
	1973	41	.24	21	.14
	1974	4	.03	2	.01
175 R8—Rham high	1972	23	.15	21	.14
	1973	32	.22	26	.19
	1974	40	.26	43	.27
176 R9—Joel Barlow high	1972	8	.04	6	.03
	1973	2	.01	0	0
	1974	−7	−.03	5	.02
177 R10—L. S. Mills high	1972	12	.08	16	.11
	1973	41	.21	31	.17
	1974	52	.25	27	.15
178 R11—Parish Hill	1972	28	.33	18	.24
	1973	23	.28	20	.25
	1974	20	.27	20	.27
179 R12—Shepaug Valley	1972	3	.04	5	.07
	1973	−8	−.09	−13	−.15
	1974	2	.02	−2	−.02
180 R13—Coginchaug high	1972	11	.08	−42	−.51
	1973	−3	−.03	21	.15
	1974	38	.23	48	.27
181 R14—Nonnewaug high	1972	2	.01	9	.06
	1973	11	.08	19	.13
	1974	4	.02	2	.01
182 R15—Southbury high	1972	−134	0	54	.29
	1973	62	.31	15	.10
	1974	21	.14	23	.15
183 R16—	1972	0	0	0	0
184 R17—					
	1973	0	0	0	0
	1974	0	0	0	0
185 R18—Old Lyme junior school	1972	−16	0	−16	0
	1973	0	0	0	0
	1974	−101	0	−86	−5.73
186 Norwich free	1972	90	.11	77	.10
	1973	40	.05	54	.07
	1974	71	.09	51	.07
187 Gilberg school	1972	65	.31	19	.11
	1973	48	.21	25	.12
	1974	−24	−.14	45	.19
188 Woodstock	1972	7	.07	13	.12
	1973	10	.11	10	.11
	1974	−2	−.02	92	.47
189 E. O. Smith school	1972	18	.09	14	.07
	1973	39	.17	40	.17
	1974	34	.13	33	.12

CONNECTICUT ADVISORY COUNCIL ON VOCATIONAL AND CAREER EDUCATION EVALUATION REPORT

Connecticut Advisory Council on
Vocational and Career Education,
Hartford, Conn., January 22, 1975.

Dr. T. H. Bell,
Commissioner of Education,
Office of Education,
Department of Health, Education, and Welfare,
Washington, D.C.

Through: Connecticut State Board of Education, State Office Building, Hartford, Connecticut.

Dear Commissioner Bell: In accordance with the provisions of Public Law 90–576. I am enclosing the Connecticut Advisory Council's F.Y. 1974 Annual Report on Vocational-Technical Education. This report evaluates vocational education in the State of Connecticut and makes recommendations in those areas where change is felt to be necessary.

We are forwarding this report to you through the State Board of Education as required by federal regulations to enable the Board to make such additional comments as it deems appropriate.

We have provided evaluations of elements of the operation of vocational and technical education in our state in a continuing basis as mandated by federal regulation 45-CFR s. 102.12. In this regard, we particularly draw your attention to our recommendation number thirteen (13) and request your immediate action on this matter.

Sincerely,

Douglas M. Fellows, *Chairman.*

ACKNOWLEDGMENTS

The Council wishes to express its thanks to the many members of the Connecticut Association for the Advancement of School Administration, the Connecticut Association of Secondary School Principals, the Connecticut Association of Coordinators of Occupational and Vocational Education, the Connecticut Personnel Guidance Association, the Connecticut Business and Industry Association, and especially taxpayers, faculty and students for sharing their experiences and views with the Council in the course of this evaluation.

The Council is also appreciative of the understanding demonstrated by the staff of the Board of Education of the Council's statutory responsibility to be persistent in following through areas of disagreement of emphasis or intent to conclusion.

EVALUATION COMMITTEE

The Council expresses its appreciation to the following members who served on the Evaluation Committee: Barry Banducci, Douglas M. Fellows, Louis Hutchison, James E. Keyes, Sr., and Bernard Shelton and for the dedicated efforts of its Executive Officer, Wallace J. Fletcher.

The major thrust of this report deals with the lack of an adequate administrative and managerial system in the Connecticut Department of Education that will permit it to meet the needs of the citizens and the requirements of the Vocational Education Amendments of 1968 (Public Law 90-576), which provides that:

"(b) due consideration will be given to the relative vocational education needs of all population groups in all geographic areas and communities in the State, particularly persons with academic, socioeconomic, mental, and physical handicaps that prevent them from succeeding in regular vocational education program. (Section 123(a)(b)

The Department of Education appears equally unable to meet its obligations under the Connecticut State Statutes (Title 10, Chapter 163, Section 10-4a):

"For purposes of section 10-4, 10-4b and 10-220, the educational interests of the state shall include, but not be limited to, the concern of the state (1) that each child shall have for the period prescribed in the general statutes equal opportunity to *receive a suitable program of educational experiences;*[1]

In fiscal year 1974 the Department of Education spent more than $10,000,000 in Federal monies that had been received for vocational education under Public Law 90-576. The Council, in evaluating the State's expenditures of these funds, finds that the State Department of Education has failed to use the money according to the intent of Congress. The Council's findings, based on official reports and correspondence, public hearings, and proceedings of the Council, are listed here in summary form and followed by specific recommendations. A page reference to a fuller discussion later on in this Report follows each summary statement.

SUMMARY OF FINDINGS

1. The State Department of Education lacks an adequate administrative and managerial system for the delivery of vocational education services. Among the basic deficiencies are:

(A) The lack of a modern data collection, storage, and retrieval system that would provide reliable information essential to sound planning and operations.

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[1] Emphasis added

(B) An inefficient accounting system that hampers fiscal planning by permitting bills for the prior year to be paid as late as the second quarter of the next fiscal year. (pp. 11–13, 21–22, 23–27)

2. The department is wanting in its planning capability basic to providing needed services to a major segment of Connecticut citizens. (pp. 10–14)

3. A systematic assessment both of long-term manpower needs, based on projected job opportunities, and of present job opportunities is generally missing. The assessment that is done is based on faulty reporting and incomplete information, which fails to take into account availability of trained labor and manpower needs. Such information is unreliable as a planning tool for building sound vocational education programs. The division of vocational education's annual *graduate follow-up* is based on unscientifically reported data and is therefore unreliable, either for evaluating the effectiveness of present programs or for planning new ones. (pp. 26–27)

4. Because of its lack of planning capability and of insufficient and unreliable data, the Department of Education has failed to provide sufficient programs geared to real and emerging job opportunities. (pp. 25–27)

5. Funds have not been used in a manner that will most efficiently deliver high quality vocational education programs to an increasing number of participants in accordance with the intent of Congress. (pp. 14, 15, 21, 22, 25–27)

6. Priority has been given in the allocation of Federal funds to State vocational technical schools, with an enrollment of approximately 9,000 students, over local educational agencies (LEAs) with approximately 200,000 students.

(A) An across-the-board reduction in the funding of LEAs, announced in a memorandum dated April 8, 1974, to all school superintendents, amounted to at least a 30 percent cut in services in some districts. The vocational technical schools were unaffected.

(B) Fiscal year 1974 funds carried over into fiscal year 1975 have been diverted from planned use in the LEAs to reallocation in vocational technical school. (pp. 14–16)

7. The community need factor, on which distribution of funds is based, has been distorted in many instances, resulting in inequitable distribution of funds. As a result of this distortion, some Federal funds have not been targeted to areas according to "relative vocational educational needs," as required by law. (pp. 25–27)

8. Existing training resources, such as those of proprietary schools that could provide equivalent skill training at lower cost than facilities established by the State or provide programs for which existing institutions have no facilities, and whose use was specifically written into the statutes, have not been fully utilized. (p. 10)

9. Federal funds, designated by law for the support of vocational education programs, are transferred to the State's general fund, in violation of Federal statutes and regulations, State statutes and the State plan. For the fiscal year 1974, $460,000 was thus transferred. (pp. 12, 21, 22)

10. The department has failed to give high priority to programs for the disadvantaged and handicapped, as provided by law and as pointed out by the council in its 1972 report. (pp. 13–15, 20)

11. Changes made in the State plan without advising or consulting the advisory council, after it had been certified, indicate that the Department of Education regards the plan as essentially a compliance document for the purpose of obtaining Federal funds. (pp. 10–12, 14–16)

12. The U.S. Office of Education has consistently allowed the Department of Education to operate under a State plan which violates the U.S. Office of Education's own guidelines for State plans—a situation which has resulted in the expenditure of approximately $5 million without the advice of the advisory council, amendment to the plan, and the statutorily required public hearings on such amendments. (pp. 11, 14, 15, 17–19)

RECOMMENDATIONS

On the basis of its findings concerning the Department of Education's planning process and use of Federal funds for the implementation of Public Law 90–576, the advisory council recommends that:

1. The Department of Vocational Education institute an administrative, management and planning system that will assure that Federal funds are di-

rected to priority needs and programs—both as to geography and community and personal needs.

2. Manpower data be developed in a form usable for short and long term vocational education planning and for evaluation so that sound effective programs can be developed that will meet those needs.

3. Present and projected job opportunities related to the job market and based on scientific data gathering methods be used as a major planning tool.

4. Emphasis in funding be given to vocational programs in LEAs which serve nearly twenty times as many students as the vocational technical schools and in which most disadvantaged students are enrolled.

5. All existing facilities, proprietetary as well as public, be used wherever possible, instead of establishing new facilities at a higher cost.

6. All institutions be provded with adequate ingress and egress for handicapped persons.

7. The Department of Education's method of computing the community need factor, which currently distorts relative community needs, be changed so to provide for more equitable distribution of funds.

8. The Board of Education institute action to provide modern computer services that will make information readily and easily available.

9. Measurements and controls for the allocation of Federal funds be instituted that are in accord with acceptable accounting procedures.

10. When a new program or facility is being contemplated, a full public hearing shall be held and a resources study developed to determine existing resources both in the private and public sector that could be utilized, thus conserving scarce capital and operation resources.

11. The council reasserts its recommendation made in its 1972 report that the Board of Education explore through the management section of the State of Connecticut budget division, the technical assistance facilities of the U.S. Office of Education, and such other resources, as may be appropriate, how best its various activities can be reorganized so that the department is better able to meet the needs of the citizens of the State in accordance with Federal and State regulations.

12. In the development of the State plan, the State Board of Education, with the advice of the advisory council, as required by the Vocational Education Act of 1963, as amended, and Federal regulations, shall establish an overall set of priorities to meet the vocational education needs of all population groups in all geographic areas and communities in the State, and a funding pattern to implement these priorities.

13. The council particularly recommends and requests that the U.S. Commissioner of Education assign a fiscal and program audit team to work with the council and the Department of Education to develop operational strategies within the Department of Education which will insure that the administration of Federal funds for vocational education conforms to the needs of citizens and the requirement of laws and regulations.

THE ADVISORY COUNCIL: ITS STATUTORY FUNCTION

The State Advisory Council on Vocational Education of the State of Connecticut is required under the Vocational Education Amendments of 1968 (Public Law 90-576) to make an evaluation of the progress of vocational education within the state during the prior fiscal year. Within its report, it is required to perform the following basic functions:

1. Comment on the appropriateness of the State Plan for Vocational Education both short-term and long-term in relation to the needs of the citizens of the state for occupational training and career preparation and for prevocational guidance, counselling and orientation as required by statute.

2. Within the context of the plan (whether appropriate or inappropriate) determine the effectiveness of the implementation of the plan through the use of federal, state, and local funding.

3. Determine the appropriateness of the delivery system by which the federal monies are made available to implement the state plan and the intent of Congress as written into Public Law 90-576.[1]

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[1] Connecticut Advisory Council on Vocational Education, *Vocational Education Evaluation Report*, 1974, p. 11.

The following guidelines to the State Advisory Council for implementing the rules and regulations of the 1968 legislation have been provided by the U.S. Office of Education, Department of Health, Education, and Welfare.

"To the extent possible, the Advisory Council should carry out its evaluation activities with its own staff, individual members, or committee of the Council, utilizing to the fullest degree information already available from state agencies or other sources. Much of the evaluation activity will be based on analyses of data, collected by, and synthesis of studies conducted by the state education agency, state employment agencies and others." [2]

Evidence for the findings discussed in this report have been derived from the following: the *Vocational Education Evaluation Report*, 1972, of the Connecticut Advisory Council on Vocational Education; the Connecticut General Assembly Program Review Committee March 1974 *Report on Secondary Vocational Education in Connecticut*; the 1973 Advisory Council committees on the disadvantaged and the handicapped; the Council's activities on public reports and hearings 1974; correspondence with the Deputy Commissioner for Occupational and Adult Education, the Department of Health, Education, and Welfare; and proceedings of the Council.

PERSONNEL AND STRUCTURAL INADEQUACIES

Personnel changes that have occurred in the Department of Education since September 30, 1973 have created a lack of continuity and of capability to redress the problems which the Council has commented on in prior reports and emphasizes in this one.

In the past fourteen months the Commissioner of Education and two Associate Commissioners have retired. The position of Commissioner of Education, vacated September 30, 1973, was held by the Deputy Commissioner, who served as Acting Commissioner until May 1974 when a Commissioner was appointed. The position of Deputy Commissioner made vacant by the interim appointment, remained vacant until the Deputy Commissioner resumed his job upon the appointment of a Commissioner in May 1974. Of the two vacant Associate Commissioner positions, one still remains vacant.

In the Division of Vocational Education, the position of Associate Commissioner has been vacant since January 31, 1974. One Assistant Director is functioning as Associate Commissioner and another Assistant Director is on detached duty. Thus, vacancies and a lack of personnel continuity in key policy-making positions have caused important policy decisions to be made at the lower staff level or not to be made at all.

The unusual number of changes in administrative personnel of the Department of Education have exacerbated the already grave management problems within the Department of Education and have increased the difficulties of the Council in securing information for its 1974 *Evaluation Report*. Fiscal and enrollment data for the period ending June 30, 1973, was not available until March 24, 1974 and this made it impossible for the Council to make a 1973 Report. The inadequacy of the management and administrative structure, planning capability, and information system of the Department of Education was pointed out by the Advisory Council in its 1972 *Evaluation Report*. In a survey of 31 programs operated in local districts, the Council found that only 15 of these were in the State's top ten priority districts and of these top ten, four had no programs whatsoever for the handicapped. "Given these data," the Council stated, "it seems clear that the Department of Education lacks the long and short range planning, management, and information systems necessary to assure appropriate delivery of needed services to a major segment of Connecticut citizens." The report continued: "The Council was most concerned with these evidences of unmet need, unspent funds, and inadequaet management, for clearly without change this situation could only worsen." [3]

The State Plan is viewed by the Department as essentially a compliance document, without which Federal funds cannot be obtained, rather than soundly constructed programs based on a realistic appraisal of needs. Data essential to determining needs and developing constructive programs is unavailable, inadequate or unutilized. Further, resources such as the proprietary vocational technical schools have not been involved in the planning or implementation of vocational education. The Council's conclusions are substantiated by those of the Program Review Committee of the Connecticut General Assembly. "The Division of Vocational Education lacks a meaningful plan of yearly operation,"[4] reports the Committee.

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[2] U.S. Office of Education, Department of Health, Education and Welfare. *State Advisory Councils on Vocational Education* A Guide for Implementing *Rules and Regulations*, pp. 18–19

[3] Connecticut Advisory Council on Vocational Education, *Vocational Education Evaluation Report*, 1972, p.12

LACK OF PERTINENT INFORMATION

Key management and evaluation data requested for this report either has not been made available to the Council or it was produced only after months of protracted inquiry. The Council is satisfied that this lack of pertinent information is, in some measure, a direct result of the absence in the Department of Education of an efficient computer-based management information system to provide continuous monitoring of the income, expenditures, and policy activities of (a) The Division of Vocational Education, (b) the local educational agencie (LEAs), and (c) the State Board of Education. Further, the Council wishes to emphasize that the staff of the Division of Vocational Education point to the constraints created by this lack as an explanation for their inability to respond to the inquiries of the Council.

The evidence that is available to the Council indicates that there is considerable question as to the procedures used in whatever funds were disbursed. The Council is disturbed that although the State plan for 1974, as certified by the Council, called for an expenditure of $5.4 million, approximately $5,000,000 more in carry-over, impounded and additional funds, *for a total of over $10,000,000 was spent. The additional $5,000,000 was spent without (a) an amendment to the State plan, (b) a public hearing, (c) approval by the Board of Education, or (d) certification by the Council,*—in violation of Federal Laws and Regulations.

Some information concerning the expenditure of Federal funds for the fiscal year 1974 became available to the Council only after two or three months of inquiry. However, the bulk of the information that the Council has sought still had not been supplied as of December 31, 1974, including:

1. A detailed breakdown of expenditures by the Division of Vocational Education by: a. destination, that is the recipient of the funds, such as the State Vocational School, or town or regional district; b. purpose of the expenditures, such as for salaries or equipment.

2. The distribution and use of carry-over funds from the preceding fiscal year and the basis on which that distribution was made.

3. The amount of Federal money used for the support of the administration of the Division of Vocational Education as opposed to the funding of programs.

4. Itemized prior year obligations to be paid or reimbursed in early fiscal year 1975; the reasons that a large amount of obligations were still outstanding as late as the second quarter of the fiscal year 1975; and measures that were being taken to prevent a reoccurrence.

5. A resolution of the discrepancy between the funds available for the fiscal year 1974 presented by the Comptroller and those of the Division of Vocational Education.

6. An explanation as to the purpose of the transfer of $460,000 from funds designated for the support of vocational education programs for 1974 to the State's General Fund, for which the Council cannot obtain documentation that conforms to the Federal regulations and procedures. This amount of Federal funds has been transferred annually for at least five years, representing $2.3 million of Federal funds transferred to the State treasury and thus denied for use in local school districts.

7. The basis of decisions for the changes in the State plan for 1974 *after* it had been certified with reservations by the Council, and which were made without informing the Council or without giving the Council sufficient time to make critical input into the plan, and thus perform its planning function as mandated by Federal law.

8. Information particularly sought by the Council regarding: a. the policy decisions behind the changes which resulted generally in decreased support

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[4] Connecticut General Assembly Program Review Committee, *Report on Secondary Vocational Education in Connecticut*, March, 1974, p. 34.

for the handicapped and disadvantaged which the 1968 Vocational Education amendments were specifically designed to aid; and b. the effect of the changes on those intended to benefit from the State plan, including handicapped and disadvantaged students, and students of local school districts.

INADEQUACIES OF THE STATE PLAN

In the 1975 State plan, as certified by the Council, $740,000 in carry-over funds was to be available for use in the fiscal year 1975. Of this sum, $500,000 was alloted for programs for the disadvantaged and the handicapped, which, in the opinion of the Council, was an appropriate allocation of funds in response to the needs of Connecticut as documented in the language of the State plan.[5]

Between June 19, 1974, when the plan was approved by the State Board of Education and October 30, 1974, when public hearings on amendments to the plan were held at Wilcox Technical School in Meriden, changes of great significance were made in the carry-over funds. Among these changes was the diversion of money that resulted in cutting from 5/7 to 3/7 the funds that had been allocated for the support of programs for the disadvantaged and handicapped.

These and other changes in the allotment of funds were pointed up in a comparison made by the Advisory Council of the plan approved by the Board of Education on June 19 with the revised plan submitted by the State Department of Education to the U.S. Commissioner of Education (with critical certification by the Council), and with the revision to that plan presented in Meriden on October 30. The comparison showed many examples of major changes which included no explanation for their reason or of their impact.[6] As pointed out by a member of the Council, in one area, (on page 22) the 5–10 new programs specified in the June 19 plan had been reduced to 5 new programs in the June 28 plan and to 2 in the October revision.

At the same time the money allocated for these new programs changed from $100,000 for 10 programs, (or $10,000 each), in the June 19 and 28 plans, to $55,000, (or $27,500 each,) for the two programs in the October plan. No explanation of the nature of the 10 programs at $10,000 each or the 2 programs at $27,500 each, was provided.

Another change in the plan, also pointed out by Council members, was that while $100,000 in carry-over funds originally allocated for industrial arts and LEA programs was eliminated from their support, approximately $95,000 for equipment for 8 state-operated vocational technical schools was added in the October 30 plan. These vocational technical schools not only serve less than 5 percent of the secondary school age range of the people of the State, but they also appear to violate the Federal statutes in their entrance requirements which restrict the handicapped and disadvantaged. The admission policies of the State vocational technical schools had been faulted the previous year by the Advisory Council in a memorandum to Albert Dellabitta, Chairman of the Committee on the Handicapped, on September 13, 1973:

"The admission policies of the fifteen Connecticut Vocational Technical Schools (which all receive 90–576 funds) appear to be violative of the federal legislation.[7] The express language of the admission requirements and practices significantly limits the opportunities available to the handicapped: 'Any handicap must be such that it does not prevent the student from being employable on completion of the program nor endanger himself or others while in school. This may limit the choice of trade for which an applicant may be accepted.'

"Instead of providing special accommodations to the educationally neglected in the Connecticut educational system, the vocational technical schools adhere to an inflexible modus operandi in their selection of students. Such a policy grossly undermines the clear intent of the framers of P.L. 90–576; this is evidenced by the unanimous statement of the Education and Labor Committee: 'We expect that vocational educators and personnel involved in vocational rehabilitation will work together to develop the best possible vocational technical programs for these youngsters.' "[8]

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[5] State Plan for Vocational Education, Fiscal Year 1974, State Board of Education, Section 2.12–4 and 2.12–5.

[6] Minutes of Council Meeting, Oct. 30, 1974.

[7] P.L. 90–576, Sec. 5.21(b).

[8] House Report (Education and Labor Committee) No. 1647, July 8, 1968 (To accompany H.R. 18366).

As a result of the Council's comparative analysis of the three versions of the 1975 plan and of its inability to obtain from the Department of Education a rationale for the changes, the Chairman of the Council delivered the following resolution of the Council at the October 30, 1974 public hearing conducted by the Board of Education on its amendments:

"The council, a quorum present, unanimously voted this afternoon that its chairman should state: We cannot endorse the State plan revised in October as being given public hearing here tonight, and must so state in our evaluation to the U.S. Office of Education. The reasons for this decision are as follows: The Council has an obligation in conjunction with the State Board of Education to plan as well as evaluate the program under P.L. 90–576. The board has been advised since 1971, that our position has been one of reacting to decisions already made rather than participate in their development. In regard to the plan being given public hearing, we do not know the specific changes which have been made: We have been given only totals. *Neither do we know the rationale behind the changes made*; for example, the transfer of industrial arts funds to other areas. Nor do we know what the effect of these changes will be to the original recipients of services provided by the Department of Vocational Education. Lastly, the Council is concerned with the level of fiscal responsibility being exercised by the vocational division in accounting for the receipt and expenditure of Federal monies."

REQUEST TO THE U.S. COMMISSIONER OF EDUCATION

In its critical certification of the 1974 State Plan, the year evaluated in this report, the Advisory Council pointed out to the U.S. Commissioner of Education the omission of budgetary items in the plan for carry-over funds. The Council's comments concerning this were as follows:

"Among other things, the State Plan is a budget document in which in Table 3 specific elements of program support to specific groups in the population are described. Table 6 is a summation of those individual elements in condensed form. The State Plan in Table 3 and Table 6 does not show an allocation by element or a summary by category of intended expenditures of funds carried over from the current fiscal year into 1974. The anticipated expenditures are therefore understated by whatever this amount will be. . . We therefore request that Table 3 and Table 6 be amended to reflect the anticipated expenditures of federal funds carried over from fiscal year 1973 into fiscal year 1974 to be expended during that year.

"The Council urges the U.S. Commissioner of Education to insist that the Council's position on this matter prevail and that he inform the State Board of Education that in this regard the State Plan does not conform to the 'State Plan Guidelines' which require that the State Plan include 'total funds to be allotted to carry out the goal.' We also urge the Commissioner to require the State Board of Education to amend the State Plan to show in Tables 3 and6 the "total funds to be alloted to carry out the goal."[8]

Despite this request, the State Plan was approved by the Commissioner. In pursuing its ongoing evaluation of "policy matters arising out of the State Plan," the Council became deeply concerned with the lack of availability of pertinent information and therefore in November, 1973, arranged a meeting with the U.S. Deputy Commissioner for Vocational Education at the request of its legal counsel. The Council pointed to four major areas of concern and requested immediate intervention by the U.S. Office of Education. The Commissioner appointed a task force in January, but owing to the commitment of the U.S. Office of Education staff to the development of draft legislation, no action had been taken by April 1974. At that time, the Council communicated again with the Deputy Commissioner and was informed that he felt that the vacancies of a Commissioner of Education and an Associate Commissioner for Vocational Education in the State would make any action of a technical assistance group fruitless.

The Council, in certifying the State Plan for the fiscal year 1975, made the following comments:

"I hereby certify that the State Plan for Fiscal Year 1975, approved by the State Board of Education at its meeting on Wednesday, June 19, 1974 was prepared in consultation with the State Advisory Council.

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[8] Certification of State Plan for Vocational Education—Fiscal Year 1974.

"However, the document which is now being submitted to the U.S. Office of Education is not the version approved by the State Board. The Council observed changes from the State Board approved document, which raises considerable concern as shown in the comments below:

"1. The Council was most encouraged by the quality of consultattions with the State Board, the Commissioner and his staff, in the development of the plan approved by the Board at its June 19, 1974 meeting.

"2. In the development of that plan, the Board and Commissioner began movement toward increasing the proportions of federal funds to be made available to local school districts instead of to the State system of Vocational-Technical Schools which provide for less than 5 percent of the secondary school age-range population and less than 20 percent of the adult population.

"3. It was felt that the plan moved appropriately to meeting with the requirements of Section 123 (a) (6) (b), of the Vocational Education Act of 1963, as amended, and therefore, would better serve the needs of the citizens of the state.

"4. The plan presently submited to Washington, we believe to violate federal law since this version was not approved by the State Board of Education the Sole State Agency).

"5. We believe the present plan is a violation of the State law, in that the budgetary changes from the plan approved by the Board were dictated by the Department of Finance and Control, and under the State law the Board of Education has (a) the sole responsibility for implementing the educational interest of the state and (b) the sole responsibility for Vocational Education as the Sole State Agency.

"6. The Council believes that this transference of funds to support employees may be a violation of the 1963 Act as amended, in that these funds could represent supplanting rather than supplementing."

The Council has received no acknowledgment from the U.S. Office of Education of its deep concerns raised in the certification document.

In short, the Council finds a lack of appropriate response from the U.S. Office of Education to its repeated requests that the Commissioner exercise his statutory obligation to insure that the State Plan conforms to statute, regulations, and guidelines. The Council has periodically reported to the U.S. Office of Education the findings of its continuing evaluations, yet the Department has taken no action to remedy the situation which the Council has brought to its attention. The Council finds this situation to be intolerable and requests immediate action by the Commissioner.

SUPPORT TO SATELLITE SCHOOLS

The 1974 expenditures reflected also a change in emphasis from continuing support for existing programs to funding new ones which represents a new philosophy of the Division of Vocational Education. Among the program elements which were instituted without consultation with, or advice from the Advisory Council was the introduction of the "satellite school" concept. The satellite school operates under the control of a state-operated vocational technical school; students divide their time between their own schools in which they are enrolled and the satellite school in which they pursue vocational courses. So far only one satellite school is in operation. Located in Simsbury, it is operated at an annual cost of between $249,000 and $360.000.[10] With only 90 students enrolled *part-time*, its operating cost per student is higher than the cost of tuition per student at Yale. The Council, which has not consulted on the feasibility of this program, questions whether the Federal funds should not have been spread out to benefit a larger range of the population group identified as disadvantaged and handicapped students. In addition, the building utilized is inaccessible to the orthopedically handicapped students and thus violates both federal and state statutes.[11] Apart from this, the Council requests that the Board of Education evaluate on a cost-benefit and statutory basis the appropriateness of the satellite operation and philosophy in comparison with other programs to provide vocational education "for all population groups in all geographic areas and communities in the State."

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[10] No precise figures are available, but this is the cost range presented to the Council.
[11] See P.L. 90–480 (1968); Conn. Gen. Stat. Sec. 19–395(a) (1968)

ANNUAL TRANSFER OF $460,000 TO GENERAL FUND

Each year for at least the last five years $460,000 of Federal funds appropriated for vocational education has been transferred to the State's General Fund. The State Department of Education does not follow the usual expenditure rule requiring an itemized listing in this procedural disbursement matter. The money is transferred without proper itemization or invoice showing the specific purpose of the funds being transferred in relation to the purposes defined by federal law. The amount of money thus "creamed off the top" of the Federal funds—without proposal, evaluation, or the stringent procedures required of the local education agencies—is approximately 10 percent of the basic grant of $4.6 million to the State—an amount equal to that mandated to be spent for the handicapped.

In transferring the $460,000 to the General Fund in the above manner, the Department of Education is violating not only standard disbursement procedures but also the Federal statute and regulations and the State law. Public Law 90-576, Section 123(a)(12) requires that the State Plan "set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State (including such funds paid by the State to local educational agencies) under this title:

No State Plan which allows disbursement of federal funds with (1) no prior evaluation of purpose or effect, and (2) without minimal itemization and invoice standards, can be said to provide for "proper disbursement and accounting" for such funds.

As pointed out in the Council's comments in its certification of the 1975 State Plan, the State Law also is violated by the transfer of Federal funds to the General Fund, for the budgetary changes from the plan approved by the State Board were dictated by the Department of Finance and Control. According to State law, the Board of Education has sole responsibility for developing and implementing educational programs:

"The Board shall have general supervision and *control* of the educational interests of the State, which interests shall include . . . vocational education (emphasis added)" [12]

Further, under Federal statute the State Board is the "Sole State Agency for vocational education" [13] and thus has the sole responsibility for implementing the use of Federal vocational educational funds under the Vocational Education Act of 1963, as amended.

DISCREPANCIES IN REPORT

The Council's efforts to obtain information concerning the expenditure of Federal funds for the fiscal year 1974 have been hampered by discrepancies between the figures supplied by the State Comptroller and those by the Division of Vocational Education. The Comptroller reported the receipt of Federal funds amounting to $6,834,862; the Division of Vocational Education reported $5,854,843 or $980,019 less than the Comptroller.

Even greater inconsistencies were found in the two reports concerning carry-over funds, or unused balances. For the fiscal year 1973 the Division of Vocational Education reported $1,571,597 less in its carry-over fund than did the Comptroller. For the following year, 1974, the Vocational Education Division's reported showed $1,812,415 less than that in the Comptroller's report.

Some of the discrepancies in the two reports are due to different accounting systems. The Comptroller's office closes it's books on June 30 in a given fiscal year. It's carry-over figures represent the cash in its accounts at that time; it does not reflect any liabilities for which bills have not been received. The Division of Vocational Education, on the other hand, does not close its books for the fiscal year until mid-July. Payments made after June 30 until mid-July, for liabilities incurred the preceding year, are reflected in the carry-over figure for the new fiscal year.

However, the amount spent for late payments in July does not entirely explain the difference in carry-over figures. Even allowing for the late payment expenditures, there is still a substantial difference in the figures of the Division of Vocational Education and those of the Comptrollers—at least $355,272 for the fiscal year 1973 and at least $177,588 for 1974.

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[12] Conn. Gen. Stat. Sec. 10–4a.

[13] P.L. 90–576 Sec. 108(8)

There are further disturbing contradictions concerning unallocated and unspent funds. Information received from the Division of Vocational Education show that of the carry-over and impounded funds available for fiscal year 1974, $105,211 was never allocated. An amount of $185,337 of available funds was not spent. These two figures represented a total of $290,548 Fiscal Year 1974 new funds which, according to the preceding figures, should have been in the Division coffers, as of October 25, 1974.

When discussing a proposal for funding staff to support a technical education program for which a major insurance company had provided $750,000 support and the Technical Education Consortium had obtained a $750,000 computer, (at no cost) the Council was informed that the Division of Vocational Education had no funds available to provide the $19,000 necessary to implement the program.[14]

From this situation the Council draws one of two conclusions. There is (a) a gross error of nearly $300,000 in the figures supplied the Council by the Division; or (b) the Division has made further changes in expenditures from those shown in the State plan for 1975 of which the Council has not been informed and did not certify.

LACK OF ADEQUATE STATISTICAL DATA FOR PLANNING

Data on which the Department of Education should base its plans and programs is unavailable, inadequate or unutilized. That which is available is, as stated by the Advisory Council in its 1972 *Evaluation Report*, "grossly inaccurate and misleading." Figures do not provide reliable data for manpower needs by specific job categories nor does the Department of Education have data on manpower availability on which to build sound vocational education programs. Gross distortions have resulted from the used of these figures, causing funds to be inequitably distributed.

In the fiscal year 1972, for example, Hartford received $94,000 in Federal funds for vocational education, or just a little more than 50 percent of the amount allocated to New Haven. Yet Hartford had 72.1 percent non-whites in its school system, compared with approximately 50 percent in the New Haven system. A comparison of 9th-grade enrollments in 1970 to 12th-grade enrollments in 1972 showed that 55 percent of those enrolling in the 9th grade did not enroll in grade 12. In New Haven, 26 percent of students entering the 9th grade did not enroll in the 12th grade. The latest data available on allocation of funds to the various towns shows that with half the attrition rate, New Haven received for the fiscal year twice the funding support.

Explanation for the disparity in funding lies, to a major extent, in the use of Community Need Factor elements required by the State plan as the basis for fund distribution. The Community Need formula contains two key elements: the non-high school graduates and the unemployed, ages 16–20. These two factors, improperly reported, can cause enormous distortion. The computer print-out for the 1973 Community Need Factor, for instance, showed 274 unemployed in Hartford and 1,005 in New Canaan. Obviously, these figures on the unemployed have no uniform meaning. Similar disparities show up in the figures for the non-high school graduates in the various communities.

Figures such as these, which result in a distortion of the Community Need Factor obviously do not provide reliable data for the targeting of funds to geographical areas of greatest need.

In yet another area, the judgment of the Council in its 1972 Evaluation Report that there is a "lack of reliable and adequate information provided by the Division of Vocational Education," is concurred in by the Program Review Committee of the Connecticut General Assembly. In its "*Report on Secondary Vocational Education in Connecticut*", March, 1974. "The information that the Division uses in planning and evaluating programs is both faulty and incomplete," the Committee points out. Department of Labor projections, prepared annually for the Division of Vocational Education, "fail to take into account the number of persons who are already trained and will be available to compete for those positions; (e.g. women joining the work force after bearing children, skilled returning servicemen, persons who are skilled but for some reason have been unemployed)." states the Committee. "We have found that this lack of information present serious problems in the development of vocational education programs that will meet the needs of both our young people and Connecticut business and industry."[15]

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[14] Memorandum reported to Council November 1, 1974: Council discussion October 30, 1974.

The Council has pointed out in prior pages that in terms of both statistical and fiscal information the Division of Vocational Education is handicapped by its lack of modern, computer-based information system. It would appear obvious that without an efficient data collection, storage and retrieval system, the Division cannot adequately and appropriately carry out programs planned to best meet the needs of "all citizens of all ages in all geographic areas of the State" as provided by Federal statutes and regulations.

CONCLUSION

It is the conclusion of the Council, based on the findings described in this report, that the Department of Education has been wanting in its implementation of the provisions of the Vocational Education Amendments of 1968. The Department lacks an administrative and managerial system essential to the delivery of vocational education in the manner intended by P.L. 90–576. A lack of input makes ongoing assessment of manpower needs impossible. Because of lack of a modern computer-based information system, data essential to planning is unavailable or inadequate. There is no systematic planning on either a short-term or long-term basis, providing for the targeting of federal funds to geographical areas, institutions or to persons in greatest need. The Department lacks an articulated policy with a clear sense of direction. It would appear that, at least in regard to vocational education, the Board of Education does not know where it has been, where it is now, or where it is going.

Clearly, as pointed out by the Program Review Committee, a "call to action"[16] is in order, and this report is intended to provide that call to (a) the U.S. Commissioner of Education; (b) the Congress of the United States; (c) the Connecticut Legislature; (d) the State Board of Education; and (e) all concerned citizens (professional and lay) of the State of Connecticut.

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[15] Program Review Committee Connecticut General Assembly, *Report on Secondary Vocational Education in Connecticut*, March, 1974, pp. 29–30.

[16] Connecticut General Assembly Program Review Committee, *Report on Secondary Vocational Education in Connecticut*, March 1974, p. 4.

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Miscellaneous

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CONNECTICUT ADVISORY COUNCIL ON VOCATIONAL-CAREER EDUCATION

Membership

Loren Andreo, Owner, Putnam Bridge Plaza, East Hartford, CT.

Barry Banducci, President, G and O Manufacturing Co., New Haven, CT.

Susan Bennett, Commissioner, Department of Community Affairs, Hartford, CT.

Craig W. Bonnett, Special Assistant to the Conn. Commissioner of Labor, Wethersfield, CT.

Very Rev. Msgr. James A. Connelly, Pastor of the Church of Our Lady of Fatima, Yalesville, CT.

Albert DellaBitta, President, DellaBitta and Bassola, Inc., Southington, CT.

Joseph P. Dyer, Executive Director, Employment Security Division, State Labor Department, Wethersfield, CT.

Douglas M. Fellows, Consultant for Educational Program Development, University of Hartford, West Hartford, CT.

Ralph Gantz, Superintendent of Schools, New Britain, CT.

Carl Hathaway, Senior Vice President, Morgain Guaranty Trust Company, New York, NY.

Lewis Hutchison, Board of Education, Waterbury, CT.

James E. Keyes, Sr., Business Rep., Local Union 478, International Union of Operating Eng.

Alberto Manduca, Assistant Director of Center for Urban Studies, University of Bridgeport, Bridgeport, CT.

Charlotte G. McCulloch, Principal, Putnam High School, Putnam, CT.

John McGavack, Jr., Superintendent of Schools, Madison, CT.

Michael A. McGuire, Windham High School, Willimantic, CT.

Richard C. Noyes, Exec. Vice President, Hartford County Manufacturers Assoc., West Hartford, CT.

Dr. Louis Rabineau, Chancellor, Commission for Higher Education, Hartford, CT.
Virgen M. Rodriguez, Instructor, Long Lane School, Middletown, CT.
Bernard Shelton, Bridgewater, CT.
Adeline Solomon, Women's American ORT, National Vice-President and member of National Executive Committee, Bloomfield, CT.
Barbara Southworth, Principal, Brookfield Junior High, Brookfield, CT.
Richard M. Stewart, Commissioner, Department of Commerce, Hartford, CT.
Isadore L. Wexler, Superintendent of Career Ed., New Haven Board of Education, New Haven CT.

Findings in Relation to Consumer Home Economics

(By Wallace J. Fletcher)

Consumer-Home Economics (CHE) courses perform a number of prevocational functions as well as teaching people to live better lives. CHE courses, also referred to as useful home economics, provide (1) a vestibular experience to many vocations, (2) career exploration and guidance, (3) dropout retention and guidance, and (4) improved functioning on the job.

By using examples from the Connecticut Consumer Home Economics curriculum, I will show how these four functions are performed.

(1) VESTIBULAR EXPERIENCE

The Connecticut Consumer Home Economics curriculum provides six areas of study. They are Foods and Nutrition, Child Care and Development, Clothing, Housing and Interiors, Consumer Education and Management, and Personal Family and Community Relations. The first four lead directly to vocational programs. Students interested by Foods and Nutrition could go into a Food Service Vocational Program, preparing for such vocations as waitress, hostess, salad girl, baker, head chef, or dietition. Some people who have completed merely the Foods and Nutrition of Consumer Home Economics are hired for waitresses or kitchen trainee jobs because of their classroom experience. Child Care and Development is another useful home economics course which leads both to vocational programs and to entry level jobs. The experience of the useful home economics program, which often includes considerable "teacher training" as a student helper in a nursery school or day care center, sometimes is enough experience for employment. In addition the experience in Child Care and Development is often directly applicable to geriatric care, whereas a course in Care of the Elderly would most likely be avoided. Clothing and Textiles may lead to a job in a clothing or fabric store or in a clothing factory, as well as being the inspiration to enter tailoring, dressmaking, clothing repairs, fashion design, window dressing, or fashion retailing. Housing and Interiors could provide enough experience to be hired in a furniture factory or as a furniture salesman, or the desire to continue training to become an upholsterer or interior designer.

(2) CAREER EXPLORATION AND GUIDANCE

In addition to the jobs which are obviously in the home economics field, Consumer Home Economics students are exposed to a number of other careers. Students in Consumer Education and Management analyze newspaper ads, learn about bank credit and installment buying, supermarket buying and selling practices, pricing and merchandise displays, and door to door sales practices. In Personal, Family and Community Relations, students become familiar with various community agencies, as well as legal and other services.

Many other careers are introduced to Consumer Home Economics pupils. Family budgeting might lead one to business education; a health and appearance section might lead into cosmetology; the housing section might lead to landscape design; the clothing unit might lead to professional drycleaning. Such exposure to many varied careers allows a Consumer Home Economics student to make an informed decision about his or her choice of career.

(3) DROPOUT RETENTION AND GUIDANCE

Useful home economics provide an incentive for students to stay in school because it provides an alternative to the academic program. Once in the home economics program, teachers can destroy myths and guide the students toward acceptable vocations. For example, many girls need not cultivate any vocation. Statistics are presented and trends are explained so that the girls realize there is a good chance they will work at some time in their lives. The material they are covering, in the meantime, is often enough of an introduction for them to get entry level jobs in food service, the clothing industry, or in child or geriatric care.

Connecticut is also providing courses for pregnant teenagers and preteenagers (age 9+) who would otherwise be unable to remain in school. These girls are taught school subjects plus care of themselves and their babies. After the babies are born, the girls are urged to stay in this alternative school until they feel ready to return to the regular classroom. The girls may bring their babies to the classroom, an added incentive to remain in school and a teaching aid for the other girls. Without such a program many of these girls would terminate their education, since many schools do not allow obviously pregnant girls to attend classes.

(4) IMPROVED FUNCTIONING ON THE JOB

Many jobs are awarded and kept for reasons other than professional competence. Personal appearance, interpersonal relations, and realistic expections are very important factors. Consumer Home Economics covers these too often neglected subjects. Students learn what to expect from various jobs, how to apply for jobs, how to relate to subordinates, co-workers, and supervisors. They also learn the importance of appearance, and what clothes are appropriate for what situations. Students appraise themselves for various career positions, considering personality traits as well as training as they interview persons "on the job". Attitudes toward work are discussed as well as how these attitudes can lead to success or failure.

From a different point of view, material from the Foods and Nutrition section can be equally important. It has been established that good nutrition is necessary for one to perform at his best. Especially in a family where both members work, or in a family with a low income, it is vital that the food planner be aware of the nutritional value of the foods he or she chooses.

Few schools have vocational home economics programs. None provide vocational programs in all aspects of home economics. Yet through the Consumer Home Economics programs students in every high school in Connecticut receive prevocational exposure and minimal job training to lead them either to a job, to further training in the form of a vocational program, an apprenticeship program, or to further study in a Cmmunity College. The Consumer Home Economics program is the means by which most vocational home economics is taught in Connecticut.

The above analysis of the attached curricula seems adequate argument for including Consumer Home Economics within the Vocational Education structure.

Chairman PERKINS. The next gentleman is Mr. Thomas Elson, and let me say that we have a Member of Congress with us here from Nebraska, and I would like to give her the opportunity at this time to introduce this witness from her own State of Nebraska.

Mrs. Smith, please proceed.

Mrs. SMITH. Thank you very much, Mr. Chairman.

I do want to present to you, and to the other members of the subcommittee, Mr. Thomas Elson, who is a farmer-rancher from Curtis, Nebraska, in the heart of the ranch country.

Mr. Elson has been appointed as one of the 21 members of our State vocational council, to promote vocational education, and he is now serving as vice chairman of this council.

I think you may be interested in knowing that in Mr. Elson's hometown of Curtis, we have one of the oldest vocational-agricultural schools in the country. It was established 60 years ago as a high school, and now it is strictly a vocational education school for agriculture. Last year, it placed 97 percent of its graduates.

We have a total of eight area vocational schools in Nebraska, which have a record of high placement. This is a field that we feel is of utmost important in our district, where we have great distances, and where, I think, for too long we have put overemphasis on academic achievement and not enough emphasis on vocational education.

Chairman PERKINS. Thank you for an outstanding statement. We are delighted that you brought the gentleman here to testify today.

STATEMENT OF TOM ELSON, VICE CHAIRMAN, NEBRASKA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Mr. ELSON. The Nebraska Advisory Council for Vocational Education appreciates the opportunity to express its views concerning forthcoming proposals to extend the Federal vocational education legislation.

I am Tom Elson, a farmer-rancher from the community of Curtis, Nebr. I have been a member of the Nebraska Council for 6 years, since 1969. On the council, we have seen phenomenal growth in vocational education since the 1968 amendments were passed.

Vocational education in Nebraska from 1917 dealt mostly with agriculture and home economics. Since the 1968 amendments, we have had an outstanding growth.

We have a State with some 1,240 school districts, ranging from one-room schools with 1 to 12 students, up to a district with several thousand. We, in Nebraska, credit the incentive provided by the Federal funds to vocational education as a motivating impact that brought about this accomplishment.

State aid to vocational education at the secondary level is practically nil, about $203,240. The bulk of the financial load is carried by the local districts.

We have asked for a change to be heard, because we question some of the proposals that are being drafted supposedly to improve vocational education legislation.

The administration and the U.S. Office of Education are proposing a number of changes, many of which were based on the General Accounting Office (GAO) survey. We contend that the GAO report for the most part evaluated against objectives that were never intended by Congress.

We visualize vocational education to be a strategic position to help control the rising national unemployment. We know of no other educational agency that could exert a greater impact in meeting the goal of increasing the employability of people.

The Comprehensive Employment and Training Act (CETA) receives increased funding every time national unemployment reaches a higher plateau. Yet, the admiinstration recommends rescinding vocational funding for both the present year, fiscal year 1975, and the year ahead, fiscal year 1976.

We see no justification to increase State matching ratios in the new legislation as proposed in a preliminary USOE-admiinstration draft. Also contained in the draft were increased annual assessment and restrictions.

We know of no other Federal program where overmatching takes place to this extent. This would reduce flexibility and impose restrictions on the States where matching has been a problem.

We resent attempts to dilute the funding that is allocated for enhancing individual employability. This is being proposed by increasing the number of nonvocational programs under the basic vocational grants.

Several of the proposed legislative drafts include this provision and can only have the effect of reducing the limited resources for education leading to employability. Such "add-on's" include public service jobs, industrial arts, career guidance, and even career education which is really general education.

The administration recommends dropping one of the most needed and necessary segments of the 1968 amendments. This is part F, which is being used for development of needed teachers, commonly spoken of as education professions development.

The shortage of high quality teachers is a very serious deterrent to continue growth in vocational enrollment. The Nebraska council sees any proposed reduction of part F as foolhardy and ill-advised. Program growth in Nebraska is restricted by the lack of good quality teachers at the present time. Part F has been well conceived to meet a real need; it must be retained.

We see very little merit in H.R. 3036, sponsored by the American Association of Community and Junior Colleges. We interpret their desires as not necessarily for service to students. Their proposal for 40 percent of Federal vocational money for the postsecondary level is unrealistic, and should be based upon the State's needs.

Even more damaging in the AACJC legislation is fragmentation of a State's systematic delivery system and statewide planning for vocational education. Segregating vocational education by level is totally unjustifiable.

The Nebraska council has continually recommended increased articulation between secondary and postsecondary vocational education in the interest of preventing voids and overlapping of effort.

We see H.R. 3036 as an attempt to segment and isolate postsecondary vocational programs from the other parts of vocational education. The present sole State agency system of administering vocational funds hase been a key to much of the effiiciency and success of the current legislation because it embraces a unified deilvery-planning system for vocational education.

One of the most upsetting proposals to date has been the administration's recommendation for the fiscal year 1976 allocation to reduce the basic grants to States by $160 million. Basic grants are 50–50 matching for programs that lead to employment.

In turn, the $160 million would be added to the innovation title which is to be 100 percent funded. On the surface, this has a strong appeal because of the reduced matching. In reality, this would reduce basic grants, the backbone of the legislation and would overemphasize innovative approaches, a less efficient utilization of funds. The net result would be a substantial reduction of the limited resources for educational employability.

We see very little merit in another administrative suggestion that Federal funds should be used basically for starting new programs.

Federal sharing of funds for support of vocational education was designed to help local communities offset the increased costs because vocational programs are more expensive.

The intention of Federal vocational legislation has always been cost sharing not just initiating new programs. Local school districts in Nebraska finance 70 percent of the costs of secondary vocational programs now.

Justification of the Federal responsibility in education is based on the increasing mobility of our population. Since fewer people are staying in the community in which they are educated, it should not be that community's responsibility to provide all educational costs.

Federal funds have been very helpful, as evidenced by the increasing enrollments. Any change in that basis would only upset a delicate balance and burden local districts with a prohibitive share of the costs.

On page 13 of the Nebraska State Advisory Council's fifth annual report, we have carefully evaluated the accomplishments of vocational education in Nebraska, and have documentation to backup every point we have made.

We will grant that some of the parts of the act were a little slow to develop. This is true in serving the disadvantaged and handicapped, which required that the concept be understood by every educational agency.

We believe that this segment of the 1968 amendments has been developed and perfected now to effectively do the job. The process is now functional, and vocational education for the disadvantaged is operational.

In summary, the Nebraska Advisory Council for Vocational Education strongly supports the 1968 Vocational Education Amendments as successful and effective. This legislative act has created a desirable impact of providing the stimulant where education has been most inadequate, the employability of people.

We feel that in Nebraska we are approaching a wholesome balance of academic and vocational opportunity which has never previously been attained.

We believe that the legislative proposals which we have opposed in this testimony would be detrimental to serving the occupational needs of people because they are based on unsound assumptions.

We, therefore, strongly recommend that the best possible action for Congress is to support H.R. 19, Congressman Perkins' Vocational Education Amendments of 1975. We believe continuing those provisions of the 1968 amendments, which have been so successful, to be far superior to the alternatives that have been proposed to date.

At this time, and on behalf of the Nebraska Vocational Advisory Council, I would like to thank you for letting us appear here today, and would welcome any questions. Thank you.

Chairman PERKINS. Thank you very much for a very good statement.

[The prepared statement of Mr. Elson follows:]

PREPARED STATEMENT OF TOM ELSON, VICE CHAIRMAN, NEBRASKA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Mr. Chairman and members of the subcommittee, The Nebraska Advisory Council for Vocational Education appreciates the opportunity to express its views concerning forthcoming proposals to extend the federal vocational education legislation. I am Tom Elson, a farmer-rancher from the community of Curtis, Nebraska. I have been a member of the Nebraska Council for 5½ years. Since 1969, and as a result of the 1968 Amendments, we have had some phenomenal enrollment growth in our state. Secondary enrollments have doubled from 28,013 to 55,043. Postsecondary enrollments have more than tripled from 2,789 to 9,494. Vocational adult enrollments have about doubled from 18,727 to 32,426. Special new categories of the Act; such as, serving the disadvantaged and cooperative (Part G) have experienced wholesome growth. Vocational Education Amendments of 1968 have been a model piece of legislation creating a terrific impact nationwide. In 1974, 48.8 percent of Nebraska public secondary students were enrolled in one or more vocational education programs (3). We expect to exceed the 50 percent figure during the current year.

We think this is an outstanding accomplishment for a conservative midwestern state with some 1,240 school districts which range from one-room schools with 1–12 students to districts of several thousand. We also think the accomplishment is especially noteworthy since Nebraska is basically agricultural, and farmers have been hampered by narrow operating margins.

We in Nebraska credit the incentive provided by federal funds to vocational education as the motivating impact that has brought about this accomplishment. State aid to vocational education at the secondary level is practically nil—about $203,240. The bulk of the financial load is carried by the local districts. The Vocational Education Amendments have exceeded their expectation in all respects. Federal participation has been the catalyst responsible; furthermore, this was all achieved even though the 1968 Amendments were never fully funded.

We have asked for a chance to be heard because we question some of the proposals that are being drafted supposedly to improve vocational education legislation. The Administration and the U.S. Office of Education are proposing a number of changes, many of which were based on the General Accounting Office (GAO) survey. (2). We contend that the GAO report for the most part, evaluated against objectives that were never intended by Congress. We would grant that increased planning would be beneficial and could improve the efficiency of the resources allocated to vocational education; however, even with maximum efficiency in planning the resources available will not allow the accomplishment of all the objectives of the legislation.

We visualize vocational education to be in a strategic position to help control the rising national unemployment. We know of no other educational agency that could exert a greater impact in meeting the goal of increasing the employability of people. The Comprehensive Employment and Training Act (CETA) receives increased funding every time national unemployment reaches a higher plateau (4). Yet the Administration recommends rescinding vocational education funding for both the present year, FY '75, and the year ahead, FY '76. We feel the Congress has acted wisely. Their authorization was conservative but realistic. The Administration recommendation is totally inconsistent with the present crisis.

We see no justification to increase state matching ratios in the new legislation as proposed in a preliminary USOE-Administration draft. Also contained in their draft were increased annual assessment and restrictions. We know of no other federal program where overmatching takes place to this extent. This would reduce flexibility and impose restrictions on the states where matching has been a problem.

We resent attempts to dilute the funding that is allocated for enhancing individual employability. This is being proposed by increasing the number of nonvocational programs under the basic vocational grants. Several of the proposed legislative drafts include this provision and can only have the effect of reducing the limited resources for education leading to employability. Such "add-on's" include public service jobs, industrial arts, career guidance, and even career education which is really general education.

The Administration recommends dropping one of the most needed and necessary segments of the 1968 Amendments. This is Part F which is being used for developing needed teachers, commonly spoken of as Education Professions Development (EPDA) (6). The shortage of high quality teachers is a very serious deterrent to continue growth in vocational enrollment. The Nebraska Council sees any proposed reduction of Part F as foolhardy and ill-advised. Program growth in Nebraska is restricted by the lack of good quality teachers at the present time. Part F has been well conceived to meet a real need; it must be retained!

Real confusion and frustration exist within the Bureau of Occupational and Adult Education of the U.S. Office of Education. Strong national leadership and coordination have long been recognized as imperative in generating a maximum impact throughout the nation. Even the GAO report was critical of the excessive staff reduction at the national level, a decline from 71 persons in 1968 to only 31 in 1974. In order to assure staffing of the Bureau of Occupational and Adult Education it again appears that Congress may have to stipulate minimums in the legislation.

We see very little merit in LB 3036 (5), sponsored by the American Association of Community and Junior Colleges. We interpret their desires as not necessarily for service to students. Their proposal for 40 percent of federal vocational moneys for the postsecondary level is unrealistic and should be based upon state's needs. The emphasis needed at the secondary level has been advocated by Dr. Kenneth Hoyt and Commissioner Terrel Bell in their USOE perspective (1). Nebraska allocates approximately 28 percent of Part B funds presently to the postsecondary level besides substantial allocations to other parts of the Act. We would agree that the 15 percent minimum in the 1968 Amendments is inadequate.

Even more damaging in the AACJC legislation is fragmentation of a state's systematic delivery system and statewide planning for vocational education. Segregating vocational education by level is totally unjustifiable. The Nebraska Council has continually recommended increased articulation between secondary and postsecondary vocational education in the interest of preventidng voids and overlapping vocational programs from the other parts of vocational education. The present sole state agency system of administering vocational funds has been a key to much of the efficiency and success of the current legislation and must be a feature in the new legislation because it embraces a unified delivery-planning system for vocational education.

One of the most upsetting proposals to date has been the Administration's recommendation for the fiscal year 1976 allocation to reduce the basic grants to states by $160 million. Basic grants are 50–50 matching for programs that lead to employment. In turn, that $160 million would be added to the innovation title which is to be 100 percent funded. On the surface, this has a strong appeal because of reduced matching. In reality, this would reduce basic grants, the backbone of the legislation and would overemphasize innovative approaches, a less efficient utilization of funds. The net result would be a substantial reduction of the limited resources for educational employability.

We see very little merit in another administrative suggestion that federal funds should be used basically for starting new programs. Federal sharing of funds for support of vocational education was designed to help local communities offset the increased costs because vocational programs are more expensive. The General Accounting Office criticism of using federal support for ongoing programs is totally without basis. It is not realistic to expect the overmatching effort to continue at the same rate in view of the inflationary economy. The intention of federal vocational legislation has always been cost sharing not just initiating programs. Local school districts in Nebraska finance 70 percent of the costs of secondary vocational programs now. We don't think that load should be increased.

Justification of the federal responsibility in eduaction is based on the increasing mobility of our population. Since fewer people are staying in the community in which educated, it should not be that community's responsibility to provide all educational costs. The cost sharing concept upon which federal support for vocational education has been based is realistic and equitable. Federal funds have been catalytic as evidenced by the increasing enrollments. Any change in that basis would only upset a delicate balance and burden local districts with a prohibitive share of the costs.

We have carefully evaluated the accomplishments of vocational education in Nebraska and have documentation to back up every point we have made. We will grant that some of the parts of the Act were a little slow to develop. This is true in serving the disadvantaged and handicapped which required that the concept be understood by every educational agency. This was a very new and different approach for educating people who could not succeed in the normal instructional offering. Teachers had to be recruited and indoctrinated with a totally different concept. We believe that this segment of the 1968 Amendments has been developed and perfected now to effectively do the job. Retooling has been difficult and time consuming. The process is now functional and vocational education for the disadvantaged is operational.

In summary, the Nebraska Advisory Council for Vocational Education strongly supports the 1968 Vocational Education Amendments as successful and effective. This legislative act has created the desirable impact of providing the stimulant where education has been most inadequate, employability of people. We feel in Nebraska we are approaching a wholesome balance of academic and vocational opportunity which has never previously been attained. We believe that the legislative proposals which we have opposed in this testimony would be detrimental to serving the occupational needs of people because they are based on unsound assumptions.

We, therefore, strongly recommend that the best possible action for Congress is to support H.R. 19, Congressman Perkins' Vocational Education Amendments of 1975. We believe continuing those provisions of the 1968 Amendments which have been so successful to be far superior to the alternatives that have been proposed to date.

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Chairman PERKINS. Go ahead, Mr. Buchanan.

Mr. BUCHANAN. I have no questions, except that I listened with interest, Mr. Fletcher, to your recommendations for legislation. Would you like to fill in, and expand a little bit on those recommendations at this time?

I assume that the material before me will be a part of the record, but if there is anything else that you would like to put on the record, concerning the recommendations for legislative changes that you have made, we would be pleased to hear them.

Mr. FLETCHER. The reason for introducing these documents into the record was to substantiate the point of view of my council in our State.

The assertions that are made in the general summary statement, I think that what we would like to see is a pooling together of all the elements that were involved in the 1972 amendments, and the 1974 amendments, so that a concerted effort for the first time, for a national education policy to occur, and that within the legislation.

This is within your wisdom rather than mine as to how this may be accomplished. That the U.S. Office of Education be forced to implement, or to insure that the intent of Congress in this regard is implemented.

I would suggest, therefore, as part of the legislation, the role of the State advisory councils, for example, there is now a provision for a career education council. There is a provision for an adult education council. My suggestion would be that the State advisory councils on vocational education have all demonstrated their worth, and have justified the faith that was placed by Chairman Perkins, and the other members of your committee, in 1968, in establishing independent and autonomous councils of this type, and that the functions in relation to adult education and career education could well be added to them, and in fact should, rather than an increase in the fragmentation of advisory councils, which is presently afoot.

In this manner, I believe, the leverage possible upon the U.S. Office of Education through the reporting to the Congress by the advisory council, both partly through their certification—I think this should be a part of it—but the certification of the annual State plan should be something that the staff of the congressional committee should take a look at.

A copy should come to you, then you can in some way monitor the degree to which the Office of Education is functioning.

The National Advisory Council has that responsibility under statute, but I think perhaps functions with slightly less autonomy than the State advisory councils are able to function with.

That would be my position.

Mr. BUCHANAN. You made several recommendations. You are all aware, I am sure, that the General Accounting Office was somewhat critical of the Office of Education, and the degree of supervision that this Office is giving the program. I wonder, both pertaining to the recommendations made by Mr. Fletcher for legislative change, and the overall situation, if the witnesses would like to comment either on his proposal, or any related subjects.

I wonder, in light of that GAO report, if you feel that we ought to strengthen your hand by our actions, as Mr. Fletcher recommends.

Mr. WEBER. May I respond to that. I have read the GAO report, and have taken it very seriously. In fact, staff members came to New Jersey, and I think in New Jersey we have a pretty wide open record, and we spent quite a bit of time. In their report, New Jersey was not mentioned.

So, as it has happened to me many times in business, when you hire a consultant to do a particular job, the job is liable to come out just a little bit on the favorable side, so that they can be told: "Brother, you have done a great job."

Now, there are many things, which are aims and objectives for the future, which we are taking very seriously. I know our Department of Vocational Education is doing the same thing, because they have already responded to it in a general way, and in a specific way.

Now, my complaint as a former businessman, and volunteer—I am not doing this for a living, but as a citizen who is interested and has been over the years—that this legislation has been interpreted by the Office of Education. I think that they have not been very courageous in stating what they think, and what we believe Congress really intended.

I think legislation that does not take into consideration a follow-up system, is a weak legislation, and can only lead to confusion. I think that they have been a party to not straightening that out, when in effect they knew it, and were advised of it by various State councils.

In my particular State, we do not come right out and say to the governor: "You ought to name us," because after all we both feel the vocational education is a broad complex thing, that a man who undertakes to be everything to everybody is a little bit of a fool, because you cannot work this business except by true cooperation.

In recent years, the business of full disclosure of programs, student participation, and minority participation, all the things you may know very, very well, is completely ignored, in my opinion, when the governor says that the Department of Higher Education will be the one.

I look at it from a bias position, my experience, and my love for the vocational education system. They wouldn't give it all to me, because I might do a bad job on the Department of Higher Education.

It has to be, as I see it, a broadly representative group, or a man who has absolutely no control of why and how an educational system is run, can come in and voice his opinion, and say: "This is what my kid needs. I think that this is what the kids in our community need." This was so beautifully done in 90-576. It seems to have petered out just a little bit in the last two or three years.

Chairman **Perkins**. Mr. Elson?

Mr. **Elson**. What these two gentlemen have already said, I certainly would concur in. We have in Nebraska a State that is far flung, basically. Our population is on one side of the State, and the other side of the State is quite sparse.

As I have worked with education through my life, and I am not an educated man, I have just become educated in this, and I was asked to serve on this committee, and I represent the general public, basically.

My position on the council is agriculture along with a Catholic Priest representing the Catholics, or the dioceses in Omaha. We have a Black man who represents the disadvantaged. We have housewives, etc., down the line. We have doctors of education on the committee. I am quite proud of the committee.

You would be interested to attend some of our committee sessions. They get rather interesting, before we finally settle down and try to work for one general cause.

We, in Nebraska, are no different than any other State, I think. We have the president of our university who gets across the budget. There is no follow-up in the academic area to see where this is being productive.

The introduction was made by Mrs. Smith this morning about the placement of one particular school, the vocational school in the State of Nebraska. I am sure that our University of Nebraska could not brag about this kind of a placement percentage.

Certainly, we concur in Nebraska with what has already been said here today by these two gentlemen. We need cooperation, and articulation of what the overlapping and duplication in education is.

Mr. Fletcher brought out the State councils. I would say that most State councils that I know of, in visiting with other council members from all over the United States, at the national and regional meetings, these items again are put forth.

Mr. Fletcher and I attended a meeting in Denver last month. Basically and in a nutshell, we need to see that the money is spent more productively.

Would you both concur that the Congress ought to take action to increase the financial resources of the State advisory councils?

Mr. ELSON. Yes, in Nebraska. On a realistic basis, I would not say, just give us a checkbook, because I don't think that this is fair, but in Nebraska and in Connecticut, we, as stated in our testimony here, do get $50,000 to operate on. We have been getting $31,000.

We have to hire an executive secretary, who has to bring together all of this information as it comes down the pipeline. Then, we go through it, and try to separate it, et cetera. We have to hire the right kind of personnel, and this uses up a good portion of the State council's money.

We do get financially embarrassed, and I was on the executive committee of our council, and we asked the members to not turn in per diem, that they do this out of the goodness of their heart.

I hated to be an executive committee member, and say: "Look, we are out of money. We have to volunteer our work." This is exactly what they did.

Yes, I think that there should be a little more allotment there. We are a nonpolitical area, we don't have to worry about getting fired, et cetera. Our State Board of Education in Nebraska is elected, and they have completely turned over to us. They have not gone along with all the recommendations that we have made in vocational education. Naturally, I am sure that we say things and do things that possibly the State Board of Education would rather not have to be forced to do.

In Nebraska, I am sure that we are no different than any other State. We have the University of Nebraska, which I am not against. I am not a graduate, but my children graduated from there. My daughter took some curriculum that she should not have taken to attain a degree, and she has found out that she has to further her education somewhere else to get this developed.

This is what I think should be done, it is more coordination between our academic and vocational schools.

In Nebraska, in our testimony, we stated that the part F program, I believe it was, educating teachers, we have a problem in our State in the vocational-technical colleges. To be able to teach in that class, you must have at least 1 year on-the-job experience. It does not say that they have to have any education in education, or a college degree in education, or a teaching certificate.

This, naturally, bothers the people at our State colleges, teacher colleges. They say: "We have given these students 4 years, and we have given them a degree. Why can't they teach vocational-technical school."

The thing of it is that the curriculum they have taught these students is not productive. It does not have any productivity. So, we have a little rub there.

Now, we are working with them, and we are not trying to start an open battle with our universities, or academic colleges. They are starting to see the light of day, and they are starting to cooperate.

We would like to see a little more action in this area. We would like to see them speed up their operations some. So, we hope that in the future, at least in Nebraska, our State Advisory Council can be more effective in bringing about the change that we think is needed.

Mr. **Weber.** May I add something to this.

As a nonpaid member, and I am not bucking for any pay, but also as a man who has been in business over the years, who has had to watch budgets, if you doubled all the money to every advisory council today, in my opinion they would not do twice as good a job.

Now, I think there are some States that are receiving minimal support—these gentlemen are talking about them—but to me the support they ought to have is volunteers, who are not in the position to make the indepth studies, or the indepth short-cuts reviews that you must make.

I think our setup in New Jersey is tight, but it is adequate. I am not here bucking for more money for New Jersey, because we have one person on our staff, and a secretary working with him. Then, we have to make sure that we watch our pennies, so that we invest money in studies that are meaningful.

If you read our report, and if you read our testimony, which elaborates on that particular point, we do not stress that we need money. I have seen records which would indicate that in some places there is insufficient money to even conduct the number of studies that the State may very urgently need.

This is not to take anything away from their argument.

Mr. **Buchanan.** Thank you very much.

I have another matter to pursue, but my time has expired.

Chairman **Perkins.** Go ahead, Mr. Buchanan. Take all the time you want.

Mr. **Buchanan.** Thank you very much, Mr. Chairman.

Mr. Fletcher, you recommended that Congress delimit the percentage of vocational funds to be used for administrative purposes. We have had conflicting evidence on this, as to how much the percentage actually is in the various States, during the course of these hearings.

Now, I wonder, Mr. Fletcher, if you would like to comment further on that recommendation, and if any of the others of you would like to comment on it also.

Mr. **Fletcher.** Yes, sir. I admit that from a purely academic point-of-view it is a little difficult to discriminate between an administrative person who on the books, performing a consulting role, let us say in the area of home economics or in the area of vocational guidance, and someone who is on the books as a consultant with a title, who is not performing that function, but is, in fact, merely turning over papers.

I think that this may be an area where the advisory councils could specifically be charged by the Congress, as part of an evaluation on the 1-year basis, as to how the moneys for central staff, in fact, are spent, rather than the titles of the people, which give the appearance that the function is being fulfilled.

I know that Connecticut is not unique in the fact that when the Division of Vocational Education approaches the State legislature for a couple of additional positions on the basis that the proposals are coming from the local school districts for work experience programs, let us say, in large numbers, they, therefore, wish to add a couple of consultants, if the legislature cuts that from the budget, or the finance committee, then we have found that Federal funds have been utilized to fill those positions.

That bothers us in two regards. One is that the manner of supplanting, rather than supplementing, is clearly forbidden within the statute. The difficulty is in the definition of supplanting.

In my opinion, it is supplanting State funds with Federal funds, if two new positions are to be created, and the State legislature says, no; and these two positions are in fact filled and are federally funded.

There is an additional problem with that area, and it is this: Under OMB Circular 37, the States are entitled to recover or add on indirect costs and administrative overhead costs. Now, in Connecticut that is running 36 percent for every one of the people who are on the central staff.

So, since the consultant runs from $13,500 to $18,500, you are, in fact, saying that you have a $30,000 position. Those are not the orders of magnitude of funding out of these moneys, which go to support local school district administrative programs.

Am I going too far afield in response to your question? I don't think that it is possible to give a simple answer without these illustrations.

There are many States in which the major thrust is through an elite system of area technical schools. It is clear in my mind that the intent of Congress was to spread the opportunity since the original 1963 legislation sprang from the reports of President Kennedy's Commission on Juvenile Crime and Delinquency.

From the special Commission to study vocational education, the emphasis there is not on maintaining the elite system, which is exclusive.

For example, in Connecticut, $16 million is spent annually to support 15 vocational-technical schools that serve less than 5 percent of the secondary age population, and less than 10 percent of the adult population.

We have found it almost impossible to gain figures that would show us how much of the Federal funds is used to support that elite system. Our best guess at this point in time is that it is something like 75 staff being supported at a cost, including the 36-percent add-on cost, of about $2.5 million out of $5.6 million total. That is $2.5 million, if one thinks of it only as part B.

So, there are the orders of magnitude. Whereas, as I said, 9,000 students are being served in the vocational-technical schools at the secondary age range, and we have 230,000 students statewide in the secondary age range.

Now, clearly to me is not what Congress intended. I make this point now with great anger, because one of my privileges, as well as one of my pains, is that the Governor's office and the legislative committee in our State on education, view me as an independent expert witness, and summon me with greater frequency than I might like.

I was astonished to hear that just last week, the chairman of the State board of education, and the commissioner of education, in response to an austerity program that a former member of this distinguished committee, who is now our first governess, or governor, Ella Grasso, clearly indicated that austerity was needed, and that the first program to be cut would be the adult education program for people who are presently at work, and who are attempting to upgrade their skills in the evening. The next program that was promised to this committee that would be cut, was the apprenticeship program.

Our State is highly industrialized, and this is insanity, particularly when I completed a study on tool-and-die industry, which again is a necessary part of the economy to a State like Connecticut, to find in the Central Connecticut Association of Tool, Die, and Precision Machining Co., with 1,550 employees collectively, that the age distribution is such that one-third of the work force is over the age of 58. That less than 15 percent are between the ages of 20 and 30. That 17 insurance companies refused to put in a group life insurance program through the trade association because of that age distribution.

Yet, the machinist training program in our State, in our vocational-technical schools are underenrolled.

As I said, I see no comparison between these funds that are being spent to support this elite system, a lack of trained people coming into the economy, and a State department of education which cannot give me the kind of data necessary, and which I have to rework from their own figures.

These attrition rates which you see before you are ones which were developed by my staff. When I say staff, it is a part-time young woman, who is able to work for me for $5 an hour, and pay a babysitter out of that, because she is dedicated to this cause, and she is also a good computer programmer.

Because of my connections, I have been able to bootleg on a very good computer system, and as part of an IBM Foundation, and we find that there has been no technical assistance offered.

As you have seen on the 1972 report, we have recommended that there should be a technical assistance team moving immediately from the office of education, to provide for a sound management system. We have had to try to substitute for that, in order to be able to inform the government and the legislature of what the dimension of the problem of attrition in Connecticut is.

These figures are taken from the files of the department of education, which has a 360 and 371–45 computer, with virtual memory at its disposal through the State department data processing, if they choose to use it, but it has not been done.

Is that responsive?

Mr. Buchanan. Yes, it is very responsive. It is very helpful.

Would either of you, gentlemen, care to respond?

Mr. Weber. I don't want to compete with Mr. Fletcher.

You, gentlemen, have to evaluate and conclude that there are differences in States. We have other problems, but I am not going to discuss them today.

Mr. **Buchanan**. Would you have any comment on the limitation of the administrative funds that may be used for administrative purposes?

Mr. **Weber**. I suppose that there may be some of that in the State of New Jersey, but I am not prepared with statistics.

Mr. **Buchanan**. Thank you, sir.

Mr. **Elson**. I would concur with what the man said. In Nebraska, we have our problems. We are trying to work them out, and I am sure that furthering the 1968 amendments will do so. I don't think in Nebraska, and I don't think nationwide, that now would be the time to start an open, running gun battle, and start to take potshots at individuals in education.

I think that given a little more time, as our records show in Nebraska, the phenomenal growth we have had certainly indicates that we are making progress.

It would be my thinking that in the future in Nebraska, and probably other States, that the area vocational-technical colleges or schools, that the universities would change somewhat to take the graduates that want to further refine their education from these schools, and make it more productive.

What I am trying to say is that some of the academic training could be switched over to make more highly refined students from these particular schools.

Mr. **Buchanan**. Thank you very much, gentlemen.

Thank you, Mr. Chairman.

Chairman **Perkins**. Let me compliment all of you, gentlemen. You have been most helpful.

Mr. Weber, could you explain your statement that 10,000 students have been turned away by area vocational schools in New Jersey? Do you need more area schools up there, or do you need more programs in those schools? How do you explain that?

Mr. **Weber**. The 10,000 figure comes from the assistant commissioner in charge of vocational education of the State of New Jersey. There were 10,000 applicants for places in vocational education systems that could not be met.

Chairman **Perkins**. They did not have the facilities?

Mr. **Weber**. There was no room for them. In Burlington County alone, there is a newspaper story that wanted to get into the program——

Chairman **Perkins**. Was this because of inadequate facilities?

Mr. **Weber**. There was no place for them.

Chairman **Perkins**. Mr. Fletcher, why do you think there is such a large increase in school dropouts in Connecticut in the last few years there?

Hasn't vocational education helped at all to cut down the rate of dropouts in your State?

Mr. **Fletcher**. Yes, Mr. Chairman, it certainly has. It is my belief that without the small amount, admittedly, of funds, Federal funds, those levels would be considerably larger than they presently are in Hartford, Bridgeport, New Haven, and Danberry, and Waterberry, which are among our principal industrial towns.

There is no question whatsoever that the cooperative work experience programs, backed up with some good solid counseling, and the involvement of industry, and industrial supervisors with the students in the work experience programs, has provided an incentive to those students to remain in school, either a restricted school day——

One of the reasons why I recommend that there should be vast increaeses in the amount of Federal funds, with appropriate safeguards, is that it is only through these programs that these attrition rates will reduce.

Chairman PERKINS. Thank you very much.

Now, Mr. Elson, you were talking about your problems in Nebraska. You stated that you opposed the administration's proposal to take one-third of the Federal vocational funds, and put them into innovative programs.

What effect, then, would that administration proposal have on your particular programs in Nebraska?

Mr. ELSON. Well, in Nebraska, we don't support vocational education at the Federal level like it should be, that is if we have the matching funds. We don't support it like we should.

So, the vocational funds are really helping encourage vocational education in our State. I hope that this is satisfactory.

Chairman PERKINS. Thank you very much.

Mr. WEBER. Could I add one thought in aswer to your question about the 10,000 students.

Our next step in the advisory council will be to insist upon a summary and an evaluation of all the facilities that are available at the community colleges and other places, because we are talking about through secondary, because there is some indication that enrollment in higher education in the community colleges is going down.

I cannot confirm this this morning, but this is going to be our next step.

There may very well be, somewhere along the line, some facilities that could be in the private, proprietary schools, which you have to find a way to use.

I am not suggesting that we have to go into big construction programs. There are some facilities on the board, but nothing very dramatic.

Chairman PERKINS. Mr. Miller.

Mr. MILLER. I am sorry for coming in late during your testimony.

In your testimony you talk about the fact that four to five students still need to obtain salable skills in high school, and the need to provide for career education.

You have just cited in your earlier responses to a member of the committee, Mr. Buchanan, that you had a tool-and-die program in Connecticut that you felt was underenrolled. Yet, you had a situation in an industry that was going to place a demand on younger people to fill slots in that industry, because of the age makeup of individuals in that industry.

Is that a fairly correct summary of your testimony?

Mr. FLETCHER. Yes, it is.

Mr. MILLER. My concern is—and it is a concern that I have expressed in hearings that were held earlier last month—according to the General Accounting Office, in secondary vocational education, I don't have the report before me, but I think the figure was about 33 percent of the students enrolled, were in programs that were categorized as homemaking and not for gainful employment.

When asked what that represented in terms of expenditures of dollars, I believe the answer was around $30 million a year.

My question to you, as one who comes from a highly industrialized State, a State that has a major role in the development of the aircraft industry, et cetera, how can we continue to justify that kind of expenditure, that kind of participation in programs that do not lead to careers for young people?

Programs that do not lead to a system of education to provide gainful employment, but rather, I guess, are for the purposes of teaching young persons really how to get along in the domestic scene, marriage, homemaking, et cetera.

That was sort of the testimony that was described here. I would like your response to that, and perhaps I can be more specific after your response.

Mr. FLETCHER. I am somewhat torn in terms of my response.

One of our major cities, Hartford, is a disaster area in many ways, and without the use of the Federal funds to stimulate programs for young women, who will not complete school, many of them, and those who do will only marginally complete school and will marry early. Hartford has 76 percent nonwhites in its school population, 24.5 percent of the school population is Spanish surname and speak English, those of whom are 10th graders or above, speak English or have literacy at only grade 3.6 level.

As an educator, I am torn to know where the money should come from. It has clearly, since 1917, been traditional, to because of the agrarian economy at that time, through the legislation to encourage and provide programs for the wife in the home.

I think that what we have seen in this consumer homemaking, is merely an extension of that old tradition of the woman's function as part of the farm, the small farm unit. It does not make much sense to me to continue it any more as part of vocational education. It does make sense to me to continue it as part of career education, and part of a comprehensive education.

Mr. MILLER. Could you elaborate a little bit right there? How would you continue it?

Mr. FLETCHER. One of the things which is clear is that the nutritional levels of the poor are quite low. We know well from studies, which have been done in other areas of science, that poor nutrition does create an inhibiting effect upon cerebration.

One of the safeguards in Mr. Weber's sense, and in my sense as a former businessman, is that this is investment capital to help maintain the mental health and physical health of the next generation of students, by training their mothers in good nutritional practices, and how to buy wisely within that context.

I think that this is where it is part of the general education need.

Mr. MILLER. I am in complete agreement with you on that point. There is a bill by Mr. Perkins on nutritional education, which many of us would like to see incorporated into the programs under which school lunches are funded, et cetera, to provide for nutrition education, because, not only Connecticut, but every State experiences the problems you have, and it is an investment. I appreciate your statement to that regard.

If we do that under general education, and if at some time we can persuade individuals that nutrition should be as much a part of the educational day as English or mathematics, or PE, then I am really hard pressed to say that under the title of vocational education, we should continue programs which do not lead to gainful employment.

I think programs that provide knowledge to young men and women as to domestic relations, as to simple bookkeeping that has to take place in the home, and the culinary arts, et cetera, I think they have a proper role. I question whether such programs should come out of the vocational education budget, in this day and age when we are seeing massive changes take place in industry; when industry is being forced, really, by the Federal Government to seek out female participation in the work force.

In the district that I represent, United States Steel is having to go out and find people, Dow Chemical, and Continental Can Co.; but there are some problems. United States Steel, fortunately, is doing its own training.

I would suggest that in an area such as you described in Connecticut, where you have even a greater concentration of heavy industry, that the schools might find a very proper role in providing a skilled work force to those industries.

So, I would appreciate it, if the gentleman from the other end of the country, would care to comment. If you have a follow up that, that is fine.

I am very hard pressed in these economic times, when you see the mass retraining that has to take place; and also filling the many slots where people are going to be retiring, skilled people.

There are skilled jobs running tool and die operations, and lathe, et cetera, very highly skilled occupations.

Mr. ELSON. I am from western Nebraska, and you have certainly brought out a point in education. I think that this is one thing that we have stressed very strongly on the Nebraska Advisory Council, that is to get advisory councils in action within the framework of elementary and secondary, etc.

I think that this has been our prime mistake over the years in education, that we don't do followup studies to find out whether the curriculum that is being taught is being productive.

I think that this is basically our basic problem in education today.

Mr. MILLER. How can this legislation address itself to correct that problem?

Mr. ELSON. I would say, possibly, that if we had some corrections in here whenever a new bill goes down the pipeline, so to speak, that there should be a service study made of the product.

In other words, when the student gets out of school, be it vocational, academic, or what, find out if this curriculum that was taught is paying off. I know that it is somewhat of a job, but most of the vocational schools in Nebraska are doing that, and our academic schools are not doing that.

When we come before you and say: We need so many millions for this, and so many millions for that; let us find out if the so many millions are really going to pay off. Naturally, it is going to have to be practiced.

Many times on our council we have had industry come before us, and be very critical of the vocational schools, that is not getting the proper curriculum taught to the students. Most of the vocational schools in Nebraska have advisory councils that are made up of people from all walks of life, mainly from the area that these students are being taught in.

So, I think that this is our prime problem in education.

Mr. **Weber.** May I respond to this?

You are asking some very pertinent questions. In any well-known business there should be accurate answers available, so that you might be able to properly determine how to solve the problem.

A year ago, it was our council's conclusion that we needed a study on follow-up. In our report, and I am not going to take the time to read a whole lot of it, because I am sure that this was submitted together with our testimony, basically it says this: There is no followup. Really, that can answer your question.

There are stabs at it here and there, and other places. I don't think that it is critical. I am saying, as I would say to a man who wants to find a correction to a situation, I don't think that you are going to be able to find it until followup systems are meaningful followup systems, that are put in there to run a check on people graduating from schools, for a period of at least 5 years.

The thing that frightens me a little bit beyond that is that today there is general agreement that in a lifetime a person may very well change the skills that he needs three or four, and maybe five times.

At RCA, some 15 years ago, we found out that the engineers we started with back in 1930, and 1935, were obsolete as far as up-to-date information was concerned. So, we organized a retraining program.

This is another thing that we are going to involve ourselves in this year. There has to be an awareness of the point, the programs have to be pointed to, and over a period of time they will reach a position where we could really answer your question very, very accurately. Today, I don't think that it can be done.

Mr. **Elson.** I would just like to throw in one bit of caution in terms of your question, and I don't know that it is in contradiction to what has been said so far.

The point is that in vocational education, and some of the objectives in 1975–76, we are talking about 60 percent who are graduating from high school without a salable skill. Salable skills are very important.

Consumer homemaking programs are very important in light of what Mr. Fletcher has said. If that becomes the overall thrust of the legislation. In other words, to put it down to the fact of whether an individual gets a job in a specific occupation, I think that we are in dangerous waters, because no one knows, as Mr. Weber pointed out, an individual changes his job in his life six or seven times.

No one knows when, or at what time you are going to use that skill, or opportunity that you have developed in high school situation, or wherever. To have it become a salable product.

So, in terms of caution, I think you have to look at these programs, look at them in terms of followup, but look at them in terms of whether people are being served, whether they are contributing toward the economy, whether it is a meaningful things in terms of that individual.

For example, even if an individual went to carpentry or plumbing in a high school, and he graduated with that particular skill, it does not necessarily mean that he is going to go into that occupation, but he may use that in terms of his home, in terms of his general living habits.

So, I think you have made a very good point, but with a point of caution, you should also look at what it does in terms of the individual as a whole human being.

Mr. MILLER. I don't want to be misunderstood. I am not suggesting that vocational programs be designed on a performance rating, as to how many people they place in industry 3 months after graduation.

I don't think that this is at all what I am after. What I am suggesting is that it should be a major function of those programs, which come under the title of vocational education [given the economy that we are operating in and which we will operate in for the foreseeable future], to provide skills for the job market; skills which are needed, or will be needed.

Nobody knows when you are going to lose a contract, when an industry is going to get a contract in a specific area. But certainly with reasonable foresight in providing skills that are needed in the geographical area—my concern was, when I saw this argument in the GAO report, that we had a program that was consuming vast amounts of money, which was not designed to provide a salable skill.

Mr. FLETCHER. Mr. Miller, if I may expand a little on the point. The history of the legislation as I described it, and Mr. Quie is very familiar with it, is that it was designed specifically to reach those students who were not being reached by general educational system.

One of the phenomena, I think, that we, at the moment, engaged in a study of the home economics program in Connecticut, specifically for the reasons that you have raised. I cannot give you any final answers at this point, but what I can say is this: It looks as though young women, who otherwise might leave school and, therefore, not be available to move into an area of training, or skill development, are being retained to some extent by this kind of program.

It is almost a reverse of the old problem that this legislation was intended to address originally. The low-end kid, and the vocational education kid is at the bottom end of the vocational totem pole in terms of our American system of education, in which any seven or nine people can get elected and have the right to run a lousy school district.

In that context, what is happening now is that these funds are surprisingly enough at the low-end of teachers and faculty, because in educational affairs, as you are well aware, the professional is viewed by the clientele that he serves.

The irony is that these kinds of programs are really saving, in my judgment, and we will know better in another 3 weeks, some of the attrition rates which would prevent students from being there.

Mr. Miller. I would hope that you would make the findings of that study available to this committee, because we intend to raise this point in the markup of this legislation.

Mr. Fletcher. I have been very faithful over the years in providing Mr. Jennings, and minority counsel with information.

Mr. Miller. I can appreciate that in many instances those kinds of programs are the ones that are keeping the kids around the school. I can remember one year when I stayed in school because of woodshop, and nothing else.

One further question, and then I will give my time back.

You went through a quick scenario on how, in Connecticut, the determination has been made that you are going to cut out programs for people who are trying to upgrade their skills.

Mr. Fletcher. The determination was not made by us. It was made by the State Board of Education on the advice of the State Commissioner of Education. That is as much as I can tell you about it.

This was presented as a fait accompli to the Joint House-Senate Education Committee, and Governor Grasso, within the last 4 days, has been heard somewhat violently on the matter publicly. I doubt that she will be able to do much in the way of persuasion, because under our State law, the State Board of Education has total autonomy for the implementation of the educational interests of the State. What areas have been chosen not to be cut, I don't know.

Mr. Miller. How many people does that affect?

Mr. Fletcher. Thirty-four thousand.

Mr. Miller. Thank you very much.

Mr. Pressler. I might ask a couple of questions here about the opinion of the home economics courses that you mentioned in many of our vocational educational schools.

How do you feel about a Federal and State funding division of them all? Art they relevant? Home economics is always relevant, certainly, but how do you come out on the home economics and vocational education courses?

Mr. Fletcher. I think that what has happened over the years is that the term economics has been broadened considerably to cover such things as postsecondary programs in fashion design, window dressing, retail merchandizing; many of the distributive education programs, in fact, are tied very closely to home economics programs so far as the women are concerned.

So, in terms of that kind of programing, I have no difficulty whatsoever in saying that this is legitimate.

Mr. Pressler. So we have expanded it beyond——

Mr. Fletcher. The definition no longer means what it used to.

Mr. Pressler. What interests me is your feeling on how we can get more grassroots input into vocational education. I just don't feel that we are getting the kind of local analysis and planning which, as you pointed out so well, we might get in some of our other types of education in this country.

How can we improve that? How can we get this type of information? We are all for vocational-technical education, but the question is how do we get these administrative questions, this planning, how do we get this done at the local level?

Mr. Weber. May I respond to that?

This is another study which we undertook in this report of ours. The local advisory council will provide the answers, when the local advisory councils are broadened to include the very people you are talking about.

In other words, if the criteria requiring the State advisory council, that it be composed of people from all walks of life, if that is applied rigorously at the local level, I think that we will begin to get more of the thing that you are looking for.

Now, in our study, as a conclusion we make some recommendations to our department of vocational education, in which we urge them to take steps to make sure that local advisory councils are so implemented.

Mr. **Elson**. Yes. This is one thing that the Nebraska Advisory Council has been really interested in. We have gotten the State Board to go along with us through the department of education to make a manual and guidelines for the local advisory council.

We are very interested in having the local advisory councils to be very productive in shaping curriculum, and sending reports back on follow up studies on the production to the State advisory council, because we don't have the resources, time, or the personnel to go out all over the State of Nebraska, and set up advisory councils to carry out the duties.

I am not sure that the Nebraska council has not really come to grips with it, about having the knowledge for advisory councils. We think that this can be done on a voluntary basis, and I do serve on an advisory council for a vocational school, and the curriculum has been shaped for the last 5 years. Today, it could not be identified with the curriculum they were using when I first started.

The reason for the reshaping was because of the quality of the curriculum was not meeting the demands of what the students wanted, or where they were going.

I think that this is very important, and given a little more time in Nebraska, we are going to get a better input from this area, we hope, through the guidance and encouragement of our State advisory councils.

Mr. **Fletcher**. In talking about local advisory councils, I see that there are three different kinds of them. At least one of them would be the trade advisory council for a specific occupational area, that is strong in the area, the geographical area.

One could require very easily, within the provisions of the State annual State plan, that they should be established, that they should be active, and that the sole State agency for vocational education should be required to see that they meet at least four times a year, and that minutes of their meetings should be kept, and that their recommendations should be incorporated and forwarded to the State advisory council as well as put into the annual report of progress that is required by Washington.

As you are aware, the USOE requires a statistical report and a fiscal report, and a narrative report. It seems to me that the narrative report uld include that kind of information about local trade committees.

I think there is another kind of committee, which is quite necessary, and in most States that would be a regional committee to determine what the overall labor needs are, what the educational quality of life is there, and that they should be required, again this could be part of the State plan, to submit annually their own short-range, 1-year, and 5-year plans.

The budgeting requirements for vocational education could be more realistically presented to you, gentlemen, and ladies on this committee.

In Connecticut, the State plan does require that each school district, desiring funds, shall submit a 1-year and 5-year plan of its anticipated vocational programs. Now, those things come in each year, and to my knowledge they have never been analyzed. This is one problem.

The second problem is that the U.S. Office of Education, through its regional offices, instructs State departments of education on how much Federal funds they should anticipate, or that they might possibly get the next year.

In other words, they are abrogating the right of Congress in this matter. In my opinion, for example, we are at the present time advising the State Board of Education in my State on the development of its annual State plan, and we said:

> OK, as the first order of business, let us try to get a baseline of needs, and put together the 1-year and 5-year plans from the local school districts, and see what they look like, in terms of a need for funding. Then, let us see how much could be Federal, and how much could be State.

The response was:

> We cannot do that, because the regional office has informed us that we could only budget against Federal funds on an anticipated basis of getting the same amount of money out of Congress that we got last year.

Now, it seems to me that, if you, gentlemen, try to go backward up the administrative chain, when the U.S. Office of Education, HEW, comes to present its budget request for vocational education, you may be under the mistaken impression that what you are receiving is an estimate of need, translated into monetary terms. In fact, you are not.

What you are receiving is what I have told you, you are receiving. As far as Connecticut is concerned, our initial estimate, having checked around with a few of our larger communities, is that we would need approximately three times the amount of Federal funds to begin to mount the programs in the local school districts that are needed.

Mr. WEBER. May I correct the name of the organizations that I gave you before. The name is County Career Education Coordinating Council, it is a longer name. It is called that because it has the job of coordinating the various inputs received from the department of higher education, the regular education, the vocational education, and local coordinating council.

I am proud to say that we now have such a County Career Education Coordinating Council in every one of our 21 counties, which was not the case 4 or 5 years ago.

Mr. PRESSLER. These are all the questions I have.

As a legislator, I think your testimony this morning has been very useful. The main problem that I have, very frankly, and I am a great supporter of vocational-technical education, is trying to figure out where the jobs are, and what is going on in the programs, and I just can't.

So, we appropriate money without really knowing. It is really not a properly evaluated section of education in the United States. Perhaps it would be so expensive to evaluate that it would be prohibitive in cost. But, that is not a pleasant thought, either.

Thank you, Mr. Chairman.

Mr. MILLER. Thank you.

I would like to thank you, gentlemen, very much for your testimony. The committee will stand adjourned on vocational education until a week from Tuesday.

[Information submitted for inclusion in the record follows:]

POSITION PAPER FROM THE ILLINOIS BUSINESS TEACHER EDUCATORS COMMITTEE REGARDING FEDERAL LEGISLATION FOR VOCATIONAL EDUCATION, INCLUDING CONSUMER EDUCATION

1. Members of the Illinois Business Teacher Educators Committee believe firmly that vocational education in secondary schools in the United States is essential if education is to have meaning and worth for a large segment of the secondary school youth. Vocational education, including vocational business education, is a total concern of an educational system or institution and should be perceived and funded as a program or a total plan rather than as individual courses and/or for individual teachers.

We believe that new Federal legislation for vocational education should require comprehensive statewide planning and should require substantiation data to support requests for Federal funds. Such a requirement will minimize the current widespread practice of funding specific courses, even though these courses enroll only a small proportion of youth and adults who are, or would like to be, enrolled in courses of a vocational (job preparation) nature. In secondary school business education courses, particularly, the practice that has been followed in a large number of states has been to provide funds only for certain designated courses. As a point of fact, the courses in business education that were not so designated frequently enrolled far more students in job preparation experiences than did the designated courses. In small schools, in particular, too many secondary school youth have been denied opportunities for vocational education experiences because the schools did not use their available funds for comprehensive vocational business course offerings and the state plans did not provide funds because the "courses" offered and/or the teachers did not qualify for reimbursement. "Vocational" business education usually cannot be justifiably separated from "nonvocational" because a very high proportion of secondary school business courses lead to employment at some time in the future.

In most states, only the funded courses are regarded as "vocational." Since virtually all state administration and supervision for business education is confined to the funded courses and/or teachers, a large number of high school business teachers receive no supervision at the state level. Consequently, a great number of high school students do not receive the benefits to be derived from state supervision. We believe that state departments or divisions of vocational education should assume supervisory responsibility for all of business education; and one way to assure this total supervision is for states to develop comprehensive statewide plans for all vocational education within the state.

2. Vocational education programs, at whatever educational level they are offered, should be based on the needs of students. All states that receive funds for vocational education need to determine the vocational education needs of the youth and adults in the state, and these needs should be determined by comprehensive investigations and research. In turn, each school system or school district within a state also should be required to provide data to justify requests for funding.

The needs of youth and adults for vocational education are determined by such procedures as follow-up studies of graduates, future plans of current students, past enrollments in classes that contain occupational skills and knowledges, etc. Determination of needs should be based on comprehensive surveys.

Designations of specific types of training with prior investigation of need is a questionable procedure.

3. Business education is a field of study that includes two major components or emphases: (1) Preparation (both general and specific) for entry into occupations that are identified as business or commerce; and (2) Concepts, principles, and activities that are essential for intelligent solutions to personal-business problems in a business-oriented society. Because business as a field of activity encompasses a broad range of elements, business education must be concerned with education for all of business. Preparation for business occupations must include office occupations, business professions, and occupations in marketing and distribution. Personal-business problems encompass economic understanding, career guidance and selection, consumer education, and communication skills for business activities.

4. Career guidance and counseling are essential components of any plan for helping youth investigate occupational choices, make a selection of a career, and obtain adequate preparation for job entry. Career guidance and counseling should be one component of the vocational education program of a school system or district, should be part of the comprehensive statewide plan, and should be based on determined need. Occupational counselors should be designated with specific responsibilities for career guidance and counseling.

5. Job placement and follow up of workers on the job are necessary extensions of a vocational education program. Whether job preparation is done in secondary or post-secondary schools, vocational education departments that prepare workers also have a responsibility for helping them find suitable employment and for determining the degree of success on the job. Most school systems, have not had the necessary resources to permit them to assume these responsibilities. This has been true particularly at the secondary level. Federal funds that are earmarked to be used for job placement and follow up could make a decided contribution that is not likely to be made by local schools.

Although we are opposed in principle to categorical funding, we believe that the responsibility for job placement and follow up will not be carried out unless funds are earmarked for these purposes. A comprehensive statewide plan for vocational education should require local school districts to help graduates find jobs for which they have been trained and to follow up these graduates after they are employed. The results of the follow up could be used to evaluate the vocational education program.

6. Consumer education is at one end of the production-to-consumer continuum and is as much a valid component of vocational education as is producer education. The end goal of producer education is to enable youth and adults to improve the quality of their lives through increased resources. In like manner, the end goal of consumer education is to enable youth and adults to improve the quality of their lives through improved uses of the incomes they earn through their productive activities. Both producer and consumer education are needed to enable young people and adults to attain the "best" life. Consumer education should not be tied to any one particular discipline in vocational education, as has been the case in past years.

Consumer education consists largely of personal-business activities and cannot be divorced from business education. In fact, consumer-business education has been a part of business curriculums in high schools since the 1930's. A large number of students annually receive such education in most states in the United States.

By the same token, other vocational areas have special contributions to make to consumer education. We believe that consumer education should be a part of comprehensive statewide plan for vocational education and that all vocational education disciplines have special contributions to make toward the attainment of consumer education objectives. Federal legislation should not designate any one vocational education discipline as the sole means for obtaining funds for consumer education, nor should the legislation imply that one discipline more than another has such responsibility.

7. The preparation of vocational business education teachers is a matter of serious concern to us. The research evidence that is available does not provide a definitive answer to the questions, "What distinguishes an effective from an ineffective teacher?" However, research does indicate that certain behaviors of teachers appear to be associated with effective teaching (when effectiveness is judged by the amount of learning that occurs). These behaviors

fall into four categories: Teacher behaviors related to warmth of personality, helpfulness, and encouragement, or, as some authorities say, an identification model; the teacher's intellectual grasp of the subject matter and the ability to determine what is most important for students to learn; the enthusiasm that teachers exhibit toward learning and teaching; and the use of discovery or indirect teaching as a technique to aid learning. Evidence is not available to indicate that other factors are important in distinguishing effective and ineffective teachers.

It seems clear that if vocational business education teachers are to be selected for their effectiveness in helping learners to develop concepts, knowledges, and skills, the use of such criteria as specific courses completed, type and amount of work experience, previous teaching experience, and the like, is not justifiable. Federal funds should be made available, in support of teacher education programs that are effective or that have promise of being effective.

The special grants that have been available for leadership training in vocational education have been allocated only to students who attend one of a very small list of designated schools. This practice seems to us to be unsound because some of the most outstanding teacher education programs in business education are in institutions that have not been included on the list. If leadership training for vocational business education is to be at its best, the recipients of leadership grants should not be prohibited from attending the most outstanding programs in the field. All quality teacher education programs for business teachers should be eligible for these special grants, even though particular institutions may not have graduate level programs in other vocational fields.

8. Work experience is only one of the options available for developing knowledges, skills, and attitudes for work. In the secondary school, particularly, other instructional strategies appear to be equally effective. These strategies include in-school laboratories, in-school projects, and simulations. To designate cooperative work arrangements as the only strategy that can qualify for funding is very undesirable since it automatically eliminates many students in small schools where work programs are not available. Since other strategies seem to be equally effective for the attainment of educational outcomes, funds should not be tied to any one technique or strategy. This position, however, in no way denies the validity of special fundings for work programs when the purpose of these programs is to provide financial support for students who could not stay in school without such support. However, the guidelines for funding should be entirely clear as to the purpose.

9. Some states now follow the practice of allocating funds for vocational education courses *only* if students enrolled in these courses belong to a specifically designated student club. We believe that this practice is indefensible. No student in high school, for instance, should be denied opportunities to develop vocational business competencies because the student cannot, or does not wish to, belong to a specified student club. While we are in favor of Federal funds being made available for the support of student club activities, we believe that student choice should prevail in determining if student club membership is appropriate and/or the specific student club in which membership will be lodged.

10. We believe that HR 3037 is superior as a legislative act to all other vocational education bills that have been introduced in the House of Representatives. We wish to urge all Illinois Congressmen to help sponsor HR 3037 and to vote for it if and when it comes before the House. We believe, in the main, that Federal funding should continue to be granted without specification of its use (except for vocational education purposes) and that states should continue to decide the appropriate uses of these funds.

The following business education department chairmen and the faculties they represent have approved the positions outlined in this paper and are in agreement with these positions.

Dr. Patrick H. Sheahan, Coordinator of Business Education, Governors State University
Dr. Don Jester, DePaul University
Dr. Thomas Elliott, Department of Business Education and Secretarial Studies, Eastern Illinois University
Dr. Warren S. Perry, Department of Business Education, Illinois State University

Dr. E. Edward Harris, Department of Business Education and Administrative Services, Northern Illinois University

Dr. Lewis Wall, Department of Business Teacher Education, Western Illinois University

Dr. Harves Rahe, Department of Secretarial and Business Education, Southern Illinois University, Carbondale

Dr. Robert A. Schultheis, Department of Business Education, Southern Illinois University, Edwardsville

Dr. Robert Nelson, College of Education, University of Illinois, Urbana

In addition, copies of this position paper have been sent to Mr. Sherwood Dees, Director of Vocational Education, Division of Vocational-Technical Education, Springfield; Mrs. Gerry B. Gaedtka, Head Consultant, Business, Marketing, and Management Occupations, Division of Vocational-Technical Education, Springfield; and Mr. William E. Reynolds, Coordinator, Professional and Curriculum Development Unit, Division of Vocational and Technical Education, Springfield.

[Whereupon, at 12:10 p.m., the hearing was adjourned, to reconvene Tuesday, Mar. 18, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, MARCH 18, 1975

House of Representatives,
Subcommittee on Elementary, Secondary and
Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:48 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Meeds, Andrews, Lehman, Blouin, Risenhoover, Simon, Zeferetti, Miller, Mottl, Quie, and Goodling.

Staff members present: John Jennings, majority counsel, and Toni Painter, staff assistant.

Chairman Perkins. The committee will come to order.

A quorum is present.

This is a continuation of the hearings held by the Subcommittee on Elementary, Secondary, and Vocational Education.

I am delighted this morning to welcome the witnesses from the great State of North Carolina.

One of our outstanding members is from your great State. He has been occupied in trying to bring about greater educational opportunity for all the children in America.

Congressman Andrews, do you have anything to say at this time?

Mr. Andrews. Mr. Chairman, I won't take any extensive amount of time in view of the expertise and quality we have here.

I will just say in passing that I am doubly proud. I am so proud to be a part of the group out there and also to be a part of the group up here.

I just know that the two groups together will do a great job with this bill and education in general.

Again, I am extremely pleased to be a part of it.

Thank you very much, Mr. Chairman.

Chairman Perkins. The first witness this morning is the Honorable R. Barton Hayes of the North Carolina State Board of Education.

I think we will have a panel. Dr. Joseph R Clary, North Carolina State University; Dr. John Coster, director, Center for Occupational Education, North Carolina State University, accompanied by Dr. Donald W. Drewes, and Mr. Carl Whitehurst, area director of occupational education; Mr. Willis M. Parker, Department of Industrial and Technical Education, North Carolina State University; Miss Denise

Juren, national secretary of the FHA; Mr. George B. Causby and Mr. Mike Parker, Cary Senior High School.

All of you, take your seats.

That will save us considerable time this morning.

I will let you identify yourselves first.

Mr. Hayes, North Carolina State Board of Education, would you be the first to identify yourself? Pull up the microphone. When you get through, hand it to the next person.

Without objection your prepared statements will be inserted in the Record for all of you ladies and gentlemen and you can summarize your statements anyway you prefer.

[Prepared statement referred to follows:]

PREPARED STATEMENT OF HON. R. BARTON HAYES, MEMBER OF THE NORTH CAROLINA STATE BOARD OF EDUCATION

Mr. Chairman and members of the Committee: It is my pleasure to appear before you again as a member of the North Carolina State Board of Education and as chairman of the Vocational Education Committee. I wish to share with you what we in North Carolina feel to be some very positive aspects of the organized educational offerings for the youth and adult population in the nation. At the same time, I wish to share with you some of our current and projected needs in the area of education—specifically, in the area of vocational training.

During many years of interest in education as a parent, grandparent, businessman, industrialist, and, for 19 years, as a member of the State Board of Education, I have seen our educational programs in North Carolina grow from the "little red school house" with one teacher, one classroom, grades one-up situation, to what presently is a comprehensive educational approach—grades one through high school. I have seen a technical institute and community college system at the post-secondary level and a system of higher education at the university level grow to the extent of ranking among the very best in the nation. Currently there are approximately 1,132,336 pupils enrolled in North Carolina's public school system. These pupils are served through 2,031 existing schools at the elementary, middle school, and secondary levels. The following chart depicts an unduplicated count of the number of schools operating during the 1974-75 school year and the major areas of concentration.

Number of North Carolina schools by type, 1974-75

4-year high school, grades 9-12	135
3-year high school, grades 10-12	130
Union high school, grades 1-12	64
Undivided junior-senior, grades 7-12	41
Junior high, grades 7-9	152
Irregular junior high, grades 1, 9	34
Ninth grade only, grade 9	21
Elementary not above eighth grade	1,430
Special schools (special education)	24
Total	2,031

The chart below depicts the number of pupils at each grade level.

PUPILS BY GRADE LEVEL 1 TO 12 (NOV. 12, 1974)

Grade—											
1	2	3	4	5	6	7	8	9	10	11	12
90,353	88,091	88,421	93,436	98,633	99,455	103,533	103,581	103,977	98,954	87,590	72,517

It is interesting to note that approximately 311,091 of these pupils are enrolled in grades 7-9 in the 147 different schools serving them.

At the high school level, educational programs in our state are designed to offer students as many options as possible to develop academic, avocational, and vocational interest and potential. We have chosen to establish the most comprehensive high school programs possible as compared to setting up separate facilities for "vocational high schools," "academic high schools," or special schools for mildly educationally handicapped population.

During the past few years, I have seen a portion of our state's post-secondary educational system grow from the statewide investment of a meager $500,000 in programs for industrial education centers providing vocational training for those students beyond high school age, to a present system of 57 institutions—technical institutes and community colleges, which, through a federal, state, and local partnership, served 431,174 North Carolinians in 1972–73. A major program thrust of the technical institutes and community colleges in our state is to provide vocational education for the adult population beyond the high school age. The Community College System in North Carolina has the adult population as its target group to serve. There is an institution of this type in easy commuting distance for almost all persons who wish to take advantage of programs offered.

North Carolina is also blessed with a very strong system of higher education at the four-year university level. The greater university system in our state has provided the nation with graduates who rate among the very top in all areas, whether academicians, philosophers, the highest skilled engineers, doctors or lawyers.

As chairman of the Vocational Education Committee of our State Board of Education, I wish to concentrate on the area of vocational education and talk with you about several areas of proposed legislation and some of our needs in the state as they relate to that legislation. As a basis for tying my comments to the current legislation under which we operate our program—The Vocational Education Amendments of 1968, other Vocational Legislation since that time, and legislation currently before the Congress—I wish to enter for your consideration, a brief review of where pupils go after leaving high school.

ACTIVITIES OF HIGH SCHOOL GRADUATES, 1973

Activities	Number of students	Percent students
Senior college	20,246	29.1
Community college and technical institute	12,817	18.5
Junior college	2,534	3.7
Trade, business, nursing school, etc	3,176	4.6
Military	2,941	4.2
Employment	21,872	31.6
All others	5,736	8.3
Total	69,322	100.0

The above chart reflects only high school graduates. In comparison with the national retention rate of 76.8 percent, the retention rate of North Carolina's public school population is 68.5 percent; or, we can say that 23.2 percent on a national level and 31.5 percent on our state level, actually left school prior to graduation. Our statisticians tell us that the figures are a little distorted and include transfers, deaths, intra- and inter-state migration, et cetera. When this "dropout" population is combined with the high school graduates not going to college, it is easy to see the greatest challenge before today's public school educators. Those persons leaving school prior to graduation are probably active in employment, military, and trade school categories; therefore, a great need exists to bridge the gap between the time one leaves school and the next area of endeavor.

Realizing that the total system of institutions of four-year training beyond the high school is not necessarily geared to handle the "masses" of the population, we must take a closer look at the public schools and the community college system; therefore, I address my attention to some of the strengths in our current legislation.

VOCATIONAL EDUCATION COUNCIL

The Congress has seen fit to establish a national council on vocational education. This council has many positive, far-reaching aspects which go down to the "grassroots" levels of education—students, parents, business, industry, and agriculture—in the school communities. We have a very active State Advisory Council, appointed by the Governor, which involves itself with reviewing programs across the state at all levels. Major interest is focused on policies which are established by the State Board of Education and administrative procedures which should be followed by the State Board staff. Programs are reviewed in terms of effectiveness in meeting labor market demands at the local level and meeting the needs of the total student population whether they are above average, average, or below average target groups. In order to strengthen the total educational effort in the state, the State Advisory Council recommends to the State Board of Education and its staff, specific areas for which priorities need to be changed by allowing funds to be shifted from areas of lesser demand to areas of greater demand. It has been our experience in working very closely with members of our State Advisory Council that much good can result when each body respects the other for the job it is charged to do.

My observations are that the State Advisory Council has very capably based its recommendations to us on information coming to it through a system of county and local school advisory committees who have gleaned the information from across the state—the "grassroots thinking" of youth, adult students, and people in business, industry, and agriculture—all recipients of educational programs for which we must provide the leadership.

We were happy to see the Congress extend the authorization for the State Vocational Education Councils in its 1974 Public Law 93-380. There is a need for councils at the local, state, and national levels, and the Council should continue to operate without restrictions from selected governmental agencies.

ADDITIONAL FEDERAL FINANCIAL SUPPORT

For many years federal legislation has provided leadership for the continuation and expansion of the many types of Vocational Education we have across the nation. In 1968 the Vocational Education Amendments provided for special attention to be given to disadvantaged and handicapped students, and provided for general support of agricultural education, trade and industrial education, distributive education, office education, occupational home economics education, job placement opportunities, cooperative training programs with business and industry, research, curriculum development, demonstration efforts and many other areas. In some of its parts, the legislation also allowed the states to make decisions about where money should be applied and for what purposes. For the first time we were able to look at our vocational training programs collectively, and for the most part, consider priority needs from basic grants of funding. Even though our state dollars match each federal dollar at a ratio of about 5 to 1, federal monies have served as an incentive to continue good programs and develop new efforts in areas that are sometimes not otherwise afforded the attention that is so often deserved. We need additional federal dollars to continue to probe into new areas, to assist with the expansion of the positive parts of existing programs, and to demonstrate the effectiveness of previously tested and proved techniques and approaches. Sometimes, a very small incentive—in this case, a few dollars—can become the basis for attracting larger state and local expenditures.

CONSOLIDATION OF LEGISLATION AND INCREASING STATE'S RESPONSIBILITY

It is my understanding that presently proposed legislation suggests to the Congress that different parts of the current vocational bill be consolidated. This consolidation can be another step forward by the Congress. In my opinion, our state and the many other great states in our nation are presently in a position to assume more responsibility for determining their own areas of greatest need. The states can follow through with policy and the administrative structure and procedures which will place program emphasis at local levels in such a way that efforts can be designed to meet more specific needs of individuals and target groups in each school district.

The Congress has kept in view and must continue to keep in view the total population needs in the field of education and must give specific attention to those areas which the several states may not recognize as problem areas. However, the different states must also be given the responsibility of shouldering their own burdens, identifying problems and ways to solve those problems, and directing state and federal resources into those problem areas. In our state, the State Board of Education has the responsibility for a Community College System at the post-secondary level, and comprehensive education programs at the public school level, including vocational education. One Board, with its collective wisdom, can best establish the direction for education of our state's total population. Those programs which merit continuation and expansion can be continuous from the public school through the post-secondary level, according to stages at which the individual programs would be most effective in the students' development. Programs operating under the leadership of one organized body can make more progress toward meeting the total needs in a given state.

Through consolidating several different parts of our present legislation, the Congress could direct that the guidelines be drawn for placing emphasis on target populations and for determining ways to measure effectiveness of expenditures and provide evidence of such effectiveness to responsible offices in Washington. In this way the responsibility for educating the masses could be left with the states, but at the same time, a system of checks and balances could be realized to assure the Congress that the job intended is in reality being completed.

FINANCIAL AID TO INDIVIDUAL STUDENTS

Financial aid programs like the vocational work-study program have been beneficial to students in both the secondary schools and in the Community College System. The vocational work-study program is one of the few federal financial aid programs that a student can be eligible for even though he has not completed his high school education. The vocational work-study program in conjunction with other financial aid programs has enabled the institutions in the Community College System to increase greatly the financial aid which is available to the students. In this current school year, the institutions in the Community College System were able to provide jobs for 491 students under this program.

INCENTIVES FOR EXPANSION OF MOST SUCCESSFUL PROGRAMS

Congress should consider ways to add, for the states' consideration, incentives for maximum expansion of most successful program efforts for special target groups of students who deviate from the average group of students within the total student population.

A major example of our State's effort to make our comprehensive public school program more flexible and more directly adaptable to individual student needs is our effort in the optional extended day program area. A few months ago the State Board of Education determined that a fairly sizable number of pupils were failing to respond to the educational programs offered in the normal school setting, during the regular school day, with normal educational approaches and techniques being employed. As a result, through the use of federal and state monies, a secondary education program was designed for students 16–21 years of age which offers an alternative within the regular school structure. The program was established to operate at any time of day, night, or week for students (1) in school who cannot profit from the regular programs and (2) for individuals who have dropped out of school but desire to continue their education through the public school structure.

The optional extended day program is basically an individualized program which permits and encourages students to participate in activities which are relevant and meaningful and in which they *can be* successful. It is an alternative school program for those who cannot compete in a normal school setting and for those who cannot benefit from the normal school curriculum.

Highlights of the optional extended day program include fewer pupils per teacher, utilization of existing school facilities and other available buildings, short-term teaching services, night programs, Saturday and Sunday programs, summer month efforts, maximum cooperation of business and industry, jobs for students, instructional personnel directly out of the working situations, employment of part-time personnel, group and individual tutoring, group and individual counseling, and follow-up services. The curriculum features general education subjects as well as specific vocational training. Programs help bridge the gap between education and employment. Special tutoring and counseling services are available, and every student is guranteed job placement services. In all situations, students' needs are matched with teacher capabilities. Adequate supplies, materials and teaching equipment are provided. Instructional programs are related directly to each student's major area of interest.

Immediately after we decided to implement the extended day programs, local advisory committees made up of educational personnel, personnel from business and industry, parents, and students were organized to help direct the programs and to be sure that the signficant components missing in the regular day programs were included in the new effort. Based upon the combined efforts of several different state and local agencies, potential students with special educational needs were identified, screened for capability and interest areas; programs were designed to meet individual needs; and a new approach to education was initiated. The news media were used to get this information to individuals and families. Business and industry assisted with the dissemination of information, with the selection of "special" teachers to match "special" student needs, and with location of part-time and full-time employment to students.

Today, 38 of the 149 educational districts in our state have initiated programs which are currently serving approximately 1500 students. It appears that we are well on our way to changing the face of education in the state of North Carolina. The responses from business, industry, parents and students have been overwhelmingly positive. Many persons who would otherwise never have realized their dreams of obtaining high school diplomas and the improved employment which follows have already done so. Regular day programs of education which heretofore could not adapt to the many varied needs of individuals throughout the state are beginning to respect the adaptability of the optional extended day program. For a large portion of our population, a new day in education is here. The following examples of programs presently in operation exemplify the positive approaches taken and the significance of this new move in education in our state.

Greensboro Public Schools

A program in the Greensboro Public Schools presently enrolls 386 persons. Eighty different companies and industrial business firms are cooperating with that program. Of the 386 pupils enrolled, 202 are employed in 25 different job areas, and pupils enrolled have worked 82,948 hours to earn a total of $179,717, on which $5,391.51 North Carolina state tax was paid and $26,875.65 federal tax was paid. As can be seen by this example, the program is educating students and providing needed money through the cooperation of business and industry in employing students. The state and federal government is receiving sufficient tax dollars to pay the salaries for a major portion of the teachers employed for those youngsters. This program is a more nearly self-supporting educational effort which more nearly meets individual needs of pupils than any other we have ever witnessed in our state.

The following quotations from students currently enrolled in the optional extended day programs provide additional stimulus for those of us who wish to expand our strongest programs and provide adequate educational opportunities for all our youngsters.

Student from Garner-Wake Night School: "I am married and had to travel across town to go to school, so I quit and went to extended day school."

Interviewer: "Were you able to learn as much?"

Student: "Twice as much because there are fewer students, and teachers have twice as much time to spend with you."

Interviewer: "Would you go back to regular school?"

Student: "Not for a million dollars. Regular school is like a prison. No one cares. At night school they do care."

Student from Winston-Salem: "Night school is an opportunity to work at your own pace as you can work best. Regular school expects you to be an encyclopedia and memorize many facts. Here they let you learn what you want at your own pace."

Student from Wake County: "My grades were not too good, and I didn't have much money. I had to quit school but was able to come here to night school to finish and get my degree."

Student from Catawba County who now works a 40-hour week: "I quit school, bought a car and had to pay for it. I came back to night school. I didn't have to be here but wanted to be."

Students, husband and wife from Wake County, ages 18 and 16: She: "I quit regular school. I was pregnant and it become difficult for me to climb steps. People didn't accept me because I was pregnant, even though I was married. Here at night school I am accepted." He: "At night school I can learn as I'm able."

Students from Wilmington, North Carolina: Student 1: "My father has a terminal illness. I had to quit school and go to work. Now I can graduate from high school." Student 2: "All the teachers care, and we learn something useful to us."

SUMMARY

America needs strong educational leadership. The states are willing to accept the responsibility of providing that leadership. Through new legislation which you will design, we should like for you to give us assistance containing built-in incentives, and allow us to determine our major areas of need and direct the monies accordingly. "[All] people have a right to the privilege of education, and it is the duty of the state[s] to guard and maintain the right."[1] With proper incentives from the national leadership and with the help of advisors representing a cross section of the population which educational programs must serve, the state leadership can and will ensure that the intent of good legislation is realized through good programs.

STATEMENT OF HON. R. BARTON HAYES, NORTH CAROLINA STATE BOARD OF EDUCATION

Mr. HAYES. Thank you, Mr. Chairman.

I am Barton Hayes from the State board of education, State of North Carolina.

I am privileged to appear before you folks today on behalf of vocational education. We certainly appreciate the statement that you just made that we may insert our statement for the record.

I will immediately depart from my statement. I will go into some conversation with the committee in reference to some of the things that we are doing in the State of North Carolina for vocational education at the State board of education.

Since Gov. Luther Hodges' day, we were instrumental in working with Governor Hodges in the establishment of the community college system. It was a brainstorm of Governor Hodges and Dr. Dottis Herring, the chairman of our State board of education.

Originally we got $500,000 from the legislature to go into the community college system.

The community college system has grown from $500,000 grant from the State legislature to where we now have 57 institutions.

Chairman PERKINS. Let me state that you were very instrumental in having the rider to the act which was the real foundation.

Go ahead.

Mr. HAYES. There is a program we have been able to start in our public school system which is just as exciting as our community college system. This was started with the impounded funds that we received from the Congress last year in December and January of 1974.

This money was used for an expanded day program. We had an ongoing day program in the school systems in the State of North Carolina. This grew out of problems we had with integration, problems that we had with disturbance in the school system.

Inasmuch as the fires were starting at nighttime, the people in Wilmington felt like if they could start a school they might stop some fires.

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[1] The Constitution of the State of North Carolina.

So they started the school. The school has made progress. The system now has 38 schools in the State of North Carolina, extended day programs, with about 2,000 students in the program.

The basis of the program is that the students are employed during the day, working approximately 8 hours a day, going to school at night, from about 3 until 8 o'clock.

They are taking the various subject matter that is necessary for them to complete education.

I will conclude by giving you two examples of what we are doing in the schools.

In Wilmington, we have been able to recover a great many students. We have recovered three of the defendants in the Ben Chavis trial. One student in particular, a black boy, was one of the leaders. He graduated from the Wilmington school. He went to Taladeegee Institute. He was president of his freshman class. He had a 3.85 grade average. He is going into the legal profession.

Another one is in the city of Greensboro. They had in the 10th, 11th, and 12th grades 795 students to drop out of school. In the optional school that they had inaugurated as of January 31, they had 386 students enrolled.

They had 202 students working full time. And 128 students are seeking employment, and because of the economic conditions are finding it hard to find a job at this time.

During the 7 months of operation from July 1, 1974, to July 31, 1975, 80 firms have participated in the program. The students have worked 82,948 hours. They have earned $179,717.

Of this amount, they have paid in North Carolina and Federal taxes $32,266. The taxes that they have paid have been sufficient to pay the direct costs of the program.

These students are productive citizens. They are moving into the streams of commerce.

We had a conference at Wilmington a few years ago in which several of the folks were questioning whether or not the students were getting an education.

One student answered this way. He said, "We were kicked out of school. We had no place to go. We then returned to the school system. They secured us a job. We are at work. We are getting an education. We know what it is to be a productive citizen. We don't have to steal a color TV. We can buy a color TV."

I think that is about the best statement you can get from a student that was kicked out of school, that he had returned to society.

We have returned about 1,800 students that were kicked out, turned off, from school, back in the mainstream of the school system, getting an education.

They are paying their own way.

We thank you for giving us the funds to make this possible.

Chairman PERKINS. You mean 1,800 students during the past—what period of time?

Mr. HAYES. The program started in the planning stage in November of 1973. The students were in school during July of 1974, 24 units with 1,500 students in school. It is now 38 school systems with about 2,400 enrolled. Abount 1,800 of them are productively employed.

We expect it to grow throughout the entire system of the State of North Carolina.

Chairman PERKINS. Thank you very much, Mr. Hayes.

Dr. Clary, would you identify yourself?

[Prepared statement referred to follows:]

PREPARED STATEMENT OF JOSEPH R. CLARY, ASSOCIATE PROFESSOR AND COORDINATOR OF AGRICULTURAL EDUCATION, SCHOOL OF EDUCATION, NORTH CAROLINA STATE UNIVERSITY, WAKE COUNTY, N.C.

My name is Joseph R. Clary, Associate Professor and Coordinator of Agricultural Education at North Carolina State University in Raleigh.

During each of my four years in high school, I was enrolled in vocational agriculture. My collegiate degrees have all been with majors in Agricultural Education. I have taught in both the public schools and at North Carolina State University, worked in vocational education in the State Department of Public Instruction in North Carolina, directed the State Occupational Education Research Coordinating Unit, and assisted in the beginning of what is now Caldwell Community College and Technical Institute in Lenoir, North Carolina. From September, 1969 to January 1975, I served as Executive Director of the North Carolina State Advisory Council on Vocational Education.

My remarks will be directed to certain specific areas which I believe should receive continued and increased emphasis in any new federal vocational education legislation.

Possible Extension of Present Legislation with Modifications. It is my belief that the past seven (7) years has shown the great wisdom exercised by the Congress and its staffs in writing and enacting the "Vocational Education Amendments of 1968." They have allowed program expansion and extension, encouraged the development of new types of programs, and helped to assure that more people with very special occupational education needs were provided assistance.

In my opinion, present legislation provides the basic framework for federal occupational education legislation and the Congress might wish to give major consideration to extending the present legislation with certain types of modifications.

Authorizations. Present authorizations should be substantially increased. The population of the country is increasing. Clientele for occupational education programs is increasing. Cost for planning, initiating, operating, and evaluating programs are going up. Acceptance of occupational education as an integral and key part of public secondary education is growing; the same can be said for post-secondry and adult education. As new program opportunities have been added in our public secondary schools, the enrollments in occupational education have increased and the pressures for still further expansions have come. Our people are hungry for occupational education; we must satisfy that hunger.

The history of federal participation in occupational education programs reveals that the federal dollar does indeed become seed money in many states. In North Carolina, for example, we overmatch the federal dollar, through State and local efforts, about 5 to 1.

State Plans. The State Plan concept is good. In a number of ways it has been very beneficial. Increased involvement in its development has had positive benefits. Lay citizen input through the State Advisory Council, other organized groups and the general public through the public hearing is commendable.

There have been problems with the State Plan. United States Office of Education guidelines have been restrictive, detailed and somewhat dictatorial. As a real planning and managment tool it has been described as "too detaillish, too rigid, too complicated, and too late." It has been extremely difficult to adjust the North Carolina funding pattern to some of the restrictions imposed through the State Plan guidelines which are influenced by legislation. The requirements for a "public hearing" *after* the Plan has been drafted has kept this activity from being as productive as it was intended. The timing of State Plan development and approval keeps it from maximally impacting on local program planning.

Requirements for a State Plan should be maintained but somewhat modified. It can have a positive effect on improving occupational education programs.

Quality Standards. Legislation for occupational education should require the development of basic standards of quality by program area or other major service or activity which must be maintained to qualify for Federal funding support.

Professional Development. Good occupational education requires good teaching. Good teaching requires good teachers. Good teachers have to be developed and kept up to date. Administrative leadership for occupational education—Local, State and Federal—continues to be important and the need is growing.

The demand for new teachers is growing much faster than the programs to prepare them. In-service education needs of teachers, both for professional education and for technical subject matter, staggers the imagination. The teacher education programs need expanding and modifying and updating.

Teacher education programs are needed only because there are students to be taught—people who need occupational education. They need it for improving their own lives out in the communities where they live. Through them, local communities, towns, and cities can be improved. Through them, the economy of the area, State, and Nation can be improved. The people who developed the Smith-Hughes Act in 1917 recognized this. They saw good teachers as keys to making this happen. So, they built teacher education specifically into the Act. The impact of the financing was great. Teacher training programs were rapidly established. Cooperative arrangements and relationships grew up between teacher education institutions and State Board of Education. These cooperative arrangements have been beneficial to all concerned.

Recent legislation has made funding for teacher education much less visible and changed it from a mandatory to a permissive status so far as specific funding from Federal appropriations. Some State Boards have moved away from financial support of occupational education teacher education. Others are constantly in a threatening position to do the same thing. This does make for viable and strong programs when such programs are needed now more than ever.

My plea is for funding which is adequate, visible, continuous, and relative to need. This would require specific reference in the legislation, based on some type of formula taking into account the number and types of teachers to be prepared or updated and which bears some relationship to other expenditures, and which is included under basic program support.

In addition to funding for teacher education other professional development funding is needed. A major area would be the continuous updating of technical competencies which might be accomplished in a number of ways. These programs should probably be funded through State Boards of Education who would determine the most feasible way of providing such inservice education.

I also strongly support leadership development such as that through the Educational Professions Development Act. That provision for occupational education should be included in occupational education legislation.

National and State Advisory Councils on Vocational Education. Some of the most exciting provisions of the "Vocational Education Amendments of 1968" were those provisions for the National Advisory Council on Vocational Education and the State Advisory Councils on Vocational Education. These should be retained and strengthened in any new legislation.

I served for five (5) years as Executive Director of the State Advisory Council on Vocational Education in North Carolina. I had the opportunity to observe some of the impact of the National Advisory Council, our State Advisory Council in North Carolina, and of State Advisory Councils in a number of other States. They have made major contributions to the planning, policies, program operations, and evaluation of occupational education. I believe it can be documented that the major evaluation efforts made in some States were through the Advisory Councils. They have also made a major breakthrough in involving local lay citizens throughout the States in occupational education. For example, the Councils are charged with making opportunities available for citizens of the State to express their views concerning occupational education. In North Carolina last year over 1,900 people did this. In February of this year, over 2,500 people from across the State participated in expressing their views and making suggestions.

The public appears to be demanding more and better evaluation of educational programs. They want objective evaluations done by independent groups. Advisory Councils can and should be doing this job.

It is imperative that both the National and State Advisory Councils be continued in any new legislation. They should perhaps be assigned an even larger role in evaluation. To do so, their absolute independence from undue influence or control by State Boards of Education and staffs must be assured. Increased funding will also be necessary since evaluation, while very necessary, is also very expensive.

My support for the National and State Advisory Councils is just as strong now, and perhaps stronger, than when I was directly involved, first as a member and secondly as an employee, with one of them.

Youth Organizations. Some of the most exciting and valuable learning experiences in occupational education down through the years and even now have been and are those provided through the occupational education youth organizations. The social and leadership skills are often as essential as the technical skills to successful employment. The youth organizations have provided the vehicle for development of these skills. Their activities are indeed co-curricular parts of the occupational education instructional programs.

I urge increased visibility and support for these organizations in the legislation. Financial support of youth organization activities is needed, especially for disadvantaged and handicapped enrollees and for those in severe financial straits.

Research. One of the major benefits of the research funds authorized in present legislation has been the development of research coordinating units—in North Carolina called the Occupational Research Unit. They have taken the leadership in identifying occupational education research needs in the State, provided consultant services to individuals and agencies in the research area, and have both conducted and funded research activities. Dissemination of research results has been an important activity.

There have been problems. Research is expensive. It is long range. Results come slowly. Most local school units lack the time, money, personnel, or expertise to conduct sophisticated research. Impact on programs and State planning is difficult to determine—or else rather minimal.

Occupational education research is important and must be continued.

Exemplary Programs. Exemplary programs should be part of the demonstration and dissemination steps of the research process.

I believe strongly in the concept of exemplary programs and activities but think they should be incorporated into the research and dissemination program rather than funded separately.

Research and Development Centers. There are problems in research and development of such magnitude to transcend State lines or a State's ability to tackle. Coordination of efforts at (a) central focal point(s) achieves efficiency and effectiveness of resource usage and suggests wider applicability of findings. It also minimizes duplication of effort.

Legislation should provide for Research and Development in occupational education (such as the Center for Occupational Education located at North Carolina State University and the Center for Vocational and Technical Education located at The Ohio State University) and sufficient authorization to provide for major programmatic thrusts of a continuing nature.

The output from these Centers in the forms of research activity, product development, consultation, leadership development, and other services resulted in better theory, improved practice, increased research, development, and evaluation activity, and greater usage of improved instructional methodology and technology.

Statement of Concern. I understand the National Association of State Universities and Land-Grant Colleges may propose legislation dealing with postsecondary occupational education. A Discussion Paper on *Postsecondary Vocational Education* dated January 29, 1975 contains some very commendable ideas and proposals. I like their emphasis on increased access. However, their proposal for opening eligibility of support from occupational education funds to "four-year colleges, branch campuses, and state universities" is of concern due to possible dissipation of total funds and a shifting of emphasis from secondary schools, community colleges and technical institutes.

RECOMMENDATIONS

Although I have not spoken specifically in this statement to each of the points below, I would make the following recommendations for modifications of current occupational education legislation or the development of new legislation.

1. Extension of the Vocational Education Amendments of 1968 with modifications as suggested in the recommendations below should be considered.

2. The development of any new occupational education legislation at the Federal level should take into consideration the provisions of Title X of the Educational Amendments of 1972.

3. Federal authorizations for occupational education should greatly increased.

4. Legal and administrative coordination should be provided in all Federally supported manpower programs and in occupational education programs.

5. The concept of *forward funding* should be written into the legislation.

6. A permanent "carryover" provision allowing obligation of and/or expenditures of funds for a two-year period should be legislated.

7. New vocational education legislation with the following features should be enacted:

a. Simplified State Plans should be required on a 3-5 year basis.

b. State Advisory Councils should be required. Membership categories should be revised and some continuity of membership asured. Direct Federal funding should be continued. Independence should be mandated.

c. Block grants should be authorized as follows: (1) Programs for Students in Grades 7–9. (2) Programs for Students in Grades 10–12; (3) Programs for Out-of-School Youth, Postsecondary Enrollees, and Adults.

d. "Set-asides" or "categorical funding" should be limited to ancillary areas and their funding should "float" as a percentage of each block grant. Such areas should include: (1) Administration; (2) Research and Development (including Curriculum Development, Evaluation, and Dissemination); (3) Professional Development (Divided between instiutional Teacher Education support and In-service Activities); (4) Evaluation (Emphasis on objective qualitative evaluation by independent agencies); (5) Vocational Guidance (Including Placement and Follow-Up).

e. Assurances of non-discrimination because of sex, race, nationality, or economic, social, physical, and/or mental handicapping conditions.

f. Assurances of non-commingling with academic education funds.

g. Definitions should be broadened to include career exploration of any recognized occupation or career area (including those classified as "Professional"), and the career exploration and occupationally oriented skill development phases of Industrial arts and business education.

h. Expand the *Statement of Purpose* in the present Act to clearly include vocational decision-making (career exploration) as a major purpose. The purposes should also reflect the intent to insure proper articulation and promotion of a continuum of programs and services to insure smooth and easy transition of students between program levels.

i. Greater visibility and stronger finanical support for occupational education youth organizations.

8. The National Advisory Council on Vocational Education should be continued and strengthened.

9. Authorizations for occupational education programs, services, and activities under the Act should be restricted to those in institutions under public supervision and control and which do not award baccalaureate or higher degrees.

10. Provision for research and development centers should be included in the legislation.

STATEMENT OF DR. JOSEPH R. CLARY, ASSOCIATE PROFESSOR AND COORDINATOR OF AGRICULTURAL EDUCATION, SCHOOL OF EDUCATION, NORTH CAROLINA STATE UNIVERSITY

Dr. Clary. Mr. Chairman, members of the committee, my name is Joseph R. Clary, coordinator of agricultural education at North Carolina State University.

I grew up in a small farm in western North Carolina. I was a student of vocational education for 4 years in high school, coming from a large family with a small farm, quite a long ways from town.

Vocational education gave me, I think, one of the greatest starts that anyone can have in addition to a good family life situation.

I learned how to work, how to make a living. I learned leadership skills in vocational education which I think have been very basic to some of the kinds of things I have been able to do through the years.

I have taught in the public schools, worked in the Department of Public Instruction, assisted in the beginning of a Technical Institute in North Carolina, and served for 5 years as executive director of the North Carolina State Advisory Council on Vocational Education.

So I have had an opportunity as a student, as a member of the State staff, and as a member of a lay group working in vocational education, to observe vocational and occupational education from a number of standpoints.

As for vocational education legislation I am convinced that this Congress was extremely wise in 1963 and in 1968 in enacting our current vocational education legislation.

I would not want to be one to say to scrap that for a completely new bill. But I would hope that we would take the best of that legislation, see what modifications are needed and develop the new legislation from it.

I would like to speak briefly to one or two points which I think might be important in terms of the legislation.

In North Carolina I see more and more people interested in seeking the benefits from vocational education. As I see it the image of vocational education is becoming better in our schools.

We have more and more students who are enrolling in vocational education.

The cost of the program, of course, is going up. Therefore I think we will need to take a very close look at the appropriations for vocational education.

I think one of the real basic things about occupational education legislation over the years has been in terms of the opportunity for a State to look at itself and its needs and develop its own State plan for vocational education based upon the needs in that State, with some regulations developed by the Office of Education.

I think the State plan is an excellent idea and ought to be continued in any legislation.

One of my concerns about State plans in occupational education is that sometimes it will just look at quantity kinds of matters rather than quality kinds of matters that ought to characterize our program.

This is not suggesting that we don't have quality in the program. This is just to suggest that in my opinion a plan for vocational education should deal with both the quality and the quantity.

Currently being a member of a university dealing with the training of vocational teachers, I am quite interested and concerned about the whole area of professional development.

Professional education requires good teaching. Good teaching requires good teachers. I think they just go hand in hand. The Congress over the years has exemplified its belief also in that concept as it has written professional development into the vocational education legislation. I would certainly like to see that continued very strongly and make it very visible in the legislation.

I have worked for the last 3 years with the State Advisory Council on Vocational Education. I would like to speak briefly to that.

Laymen in our State have learned about and become concerned about vocational education in our State, working with their own local communities and with local citizens in terms of trying to determine how vocational education ought to move in our State.

I have seen these people become a very strong and viable force for vocational education in working with our State board of education and also in terms of spreading the good news throughout the State.

One of the provisions of the State advisory councils is that they must provide each year an opportunity for citizens of the State to express their views concerning vocational education.

In our own State just about 1 month ago about 2,500 citizens were all gathered in small groups scattered across our State. One night about 2,500 citizens gathered across the State to talk about vocational education and make suggestions for its direction in North Carolina.

In my opinion this kind of involvement with lay citizens can be extremely beneficial to occupational education.

I am sure somebody will talk about it later, but I would like to put in a word for the occupational education youth organizations. That is the spark that got me started. I have seen it in the lives of so many others.

We think about occupational education in the State as we think about our work force in the State. We know it is a combination of work skills and leadership skills.

Chairman PERKINS. Where are you talking about incorporating the occupational education for the youth? What do you mean?

Dr. CLARY. I am talking about the youth club organizations, the Future Farmers, the Future Homemakers and so forth because it is through these organizations that we really develop leadership skills.

Chairman PERKINS. Commencing their careers in the third, fourth, fifth grades, something like that?

Dr. CLARY. No, sir; I was talking about the organized youth organizations. I think the combination of the work skills and the youth organization leadership activities makes for productive citizens.

So, Mr. Chairman, my statement is for the record. But I wanted to emphasize these things in my remarks today.

Chairman PERKINS. Thank you very much, Dr. Clary.

The next witness is Dr. Coster.

Would you identify yourself for the record and proceed, Dr. Coster?

[Prepared statement referred to follows:]

PREPARED STATEMENT OF DR. JOHN COSTER, DIRECTOR, CENTER FOR OCCUPATIONAL EDUCATION, NORTH CAROLINA STATE UNIVERSITY

My name is John K. Coster. I am a professor of occupational education and Director of the Center for Occupational Education at North Carolina State University at Raleigh. I am also a recent Vice-President of the American Vocational Association. I am accompanied by Dr. Donald W. Drewes, who is Associate Director of the Center for Occupational Education and who is in charge of the Center's programs pertaining to planning and evaluation.

I value highly the opportunity extended to me to appear before this distinguished Subcommittee and to supply to the membership information concerning the future of vocational education. In my opinion, this Subcommittee is writing the philosophy of American education, and I know of no group that is working so diligently to provide leadership in determining and meeting the needs of American education as are the members and staff of this distinguished Subcommittee.

The testimony which I wish to present is in strong support of H.R. 3037, "Vocational Education Amendments of 1975." Parts of this legislation may appear in other bills for vocational education, which will come before this Subcommittee for consideration. I am convinced, however, and the professional membership of the Center for Occupational Education is also convinced, that the best approach to the task of meeting the employment, reemployment, training and retraining needs of the United States is described in the all inclusive provisions of H.R. 3037. We applaud the mandate stated in the early sections of the Bill to institute comprehensive statewide planning and accountability for vocational education. Later in this testimony, I would like to speak to the issue on planning and the steps which the Center has already taken, and the procedures it now has underway, to make the task of planning not only feasible, but also practical. Further, we believe that the provisions included in H.R. 3037 will make it possible for all youth and adults to be included in the vocational thrust in the nation. Under the provisions of the Bill, target populations that have been identified in earlier vocational education legislation would continue to receive attention, services and emphasis. Further, the longstanding procedures which view vocational education as a "whole" effort, rather than subdividing it into many segments which would be conducted by different agencies and/or boards, has been maintained.

I wish also to register my support for the parts of H.R. 3037 which pertain to vocational guidance and exploration; support for secondary, post-secondary adult and student organizations; and, particularly, Parts D and E which authorize federal support for teacher education, leadership development, placement and follow-up, applied research and curriculum development.

The four areas that I consider vital regarding vocational education are: (1) planning in vocational education; (2) evaluation; (3) policy analysis and (4) personnel development.

My first area of concern is planning for vocational education. I am especially concerned with the planning that is required to provide every person in the United States and its trust territories with vocational education—when and where they need it. Many of my colleagues in research and development (particularly those in research coordinating units and other research and development centers) have addressed themselves to the problem of planning. Much of the money originally appropriated under Section 4(c) of the Vocational Education Act of 1963, and more recently under Part C of the Vocational Education Amendments of 1968, has been devoted to developing management information systems which would provide information needed in planning for vocational education. Last year, in cooperation with the Oklahoma State Department of Vocational and Technical Education, our Center held a conference on management information systems and published a document listing accomplishments of some 12 states in developing management information systems. As I am testifying here, a Center-sponsored conference is in session at Annapolis, Maryland, at which personnel from approximately thirty federal, state, and other agencies are working toward determining the data requirements for vocational education planning. By June 30th we will have published a taxonomy, based upon the input of sources in the education system, prepared in cooperation with our colleagues in research, subjected to the scrutiny of many people in other agencies, and available for use by people in the nation's capital and surrounding areas.

My second concern is in the area of evaluation. Despite the fact that evaluation has been a high priority item in vocational education research since the first set of priorities was developed by the U.S. Office of Education some 10 years ago, vocational education evaluation has not attracted a large number of research and development personnel in vocational education. Many of the state agencies, through their research coordinating units, have addressed themselves to the post-school impact of vocational education programs. The staff at the Center for Occupational Education have been engaged in the evaluation of projects and the study of accreditation of vocational education in conjunction with the Commission on Occupational Education Institutions of the Southern Association of Colleges and Schools. But the efforts fall short of what is needed.

The major concern we have in evaluation is that of determining the rules of evidence to ascertain that the public funds for vocational education are wisely spent, and that of obtaining and providing evidence that will stand up under such rules of evidence—not only by educators but by the decision-makers at federal, state and local levels and by the lay public. We are especially interested in what rules of evidence members of Congress would like to see applied to vocational education and similar programs, to ascertain and provide information that public funds applied for vocational education are wisely spent; what evidence would be acceptable that vocational programs are effective in meeting the needs of the people and eliminating the problems which this distinguished Subcommittee has identified and spelled out to the public.

My third area of concern is for policy analysis and the use of information in policy analysis. The concern here is not so much for information, *per se*, as it is for the development of the capability of using information in the development of policies which address themselves to the problems of the times. Later in this testimony we present a partial list of questions on vocational education which was prepared by the staff of the Center for Occupational Education for the Bureau of Occupational and Adult Education. The questions of the clientele which vocational education should serve and the occupations for which they should be prepared have been what this distinguished Sub-Committee has been asking for at least 10 years. There are many groups that are being inadequately served by vocational education, and I submit that the inadequacies of serving are due partially to public policy, which adequate information would undoubtedly highlight. At the top of the list of groups not adequately served, I would place women. Within five years, or less, we should see women engaged in a wider range of jobs and being prepared for a wider range of occupations in our vocational programs througout the nation. This distinguished Subcommittee has emphasized needs of the disadvantaged and handicapped and the importance of preparing them to cope in American society. Projects such as "Concerted Services in Training and Education in Rural Areas," which our Center evaluated, have demonstrated there are many ways of providing for more people and bringing them into the main stream of American society and, given reasonable motivation and resources, the wherewithal is available to provide the necessary training to accomplish this involvement. The question of providing service to the handicapped and disadvantaged may be more a matter of public policy and investment of public funds than it is a question of how to deal effectively with these groups, important as this latter aspect is.

Lastly in the group of four, I would like to express concern for personnel development. It would be trite for me to say that vocational education has changed rapidly during the past 10 years. Many changes have been made and changes are being made, albeit perhaps too slowly. Primarily through Part F of the Education Professions Development Act, the capability within most of the states and within many institutions within the states to provide the personnel required for operating the new vocational projects and programs supported, programs have been developed. Projects and programs supported under section 553, Part F, Education Professions Development Act, have been especially effective in bringing about system change in vocational education personnel delivery systems. Lasting changes may be found in almost every state and there are many examples of the use of Section 553 funds as a catalyst to appropriate state and local funds for expanded personnel activities. The needs for personnel in planning, evaluation, public policy and the expansion of the range of occupations and people to be served require that we continue the efforts to assess the needs for personnel to staff the systems and to develop the capabilities to provide personnel when they are needed.

In addition to these four areas of concern which have been outlined, we should like to present a summary of key questions which have emerged from these concerns and to which vocational education programs of the future should be addressed.

Vocational Education Clientele

How many individuals are currently enrolled in vocational educational programs? Secondary? Postsecondary? Adults? Disadvantaged? Handicapped? Other?

How many individuals were turned away for lack of space in the training facilities? Because they could not meet the entrance requirements? For lack of funds? Other?

What is the proportion of males to females prepared in vocational curricula to enter the labor force? Has the proportion changed significantly during the last five years?

What steps do vocational educators use to determine the actual number of individuals who desire training, and those with special interests?

How is the number of disadvantaged who need training determined? What procedures are used to determine who is disadvantaged, and what kinds of training may be needed?

What are the vocational schools doing to search out adults who need retraining, updating, and upgrading, and to offer instructional programs to serve these adults?

Vocational Education Curricula

What procedures are used to determine the need and content of curricula to be offered in the schools?

How are vocational educators modifying curricula in order to reflect the change in technology?

How are students with special needs being accommodated in vocational education programs? Handicapped? Disadvantaged? Other?

What are the occupational areas which need to receive special emphasis because of emerging employment opportunities?

What percentage of vocational students are involved in cooperative education programs? Innovative programs? Exemplary programs?

What steps are being taken to keep curricula current? Are employers involved in the determination of *what* should be taught to youth and adults?

What proportion of the time spent in a vocational school by students is devoted to manipulation skills? To technical knowledge? To general education?

Are manpower data, and other data that are available from the Bureau of Labor, Statistics and the Employment Service Agencies, used in determining vocational programs needed, curricula to be offered, as well as those that should be modified and/or terminated?

Vocational Instruction Staff Resources

From which major sources are vocational instruction obtained? What propotion of the instructors are female? Black? Other?

What in-service opportunities are offered for teachers to keep their skills current? Do they return to industry or business for renewal regularly? Who subsidizes the cost of this training?

What is the usual ratio of vocational students to teachers in the shops and laboratories; supervisory personnel to teachers; guidance or counseling personnel to students, etc?

To what extent is self-paced instruction used in vocational education? What are the costs of this kind of instruction as compared to traditional methods? Who prepares the instruction materials?

Is constant supervision/administration provided for vocational instructors? How is it provided?

Are instructor salaries comparable to salaries in the labor market for similar occupations?

Are day school instructors also involved in evening school instruction? Apprenticeship instruction?

Do instructors make use of advisory committees? To what extent?

Vocational Education Facilities and Equipment

Do the facilities and equipment usually found in high schools prepare youth for the skilled occupations, or can they only provide exploratory experiences?

Does every high school need to have fully equipped vocational facilities? Cannot the students be co-oped with regional employers?

Does the area vocational center adequately meet the needs of youth and adults for vocational preparation and/or repreparation?

Are vocational education facilities replicated in other institutions in your region? Is it possible that cooperative (joint) use of facilities can be arranged? Can a high school and a technical school use the same facilities?

What does it cost on the average to equip an area vocational center? What part of the total institutional cost is represented by the equipment?

What provisions are made by vocational educators to keep the quality of the equipment current? What part of the annual budget is used for replacing obsolete equipment?

How many additional schools for vocational education do you estimate will be needed in the U.S. during the next 5 year period, assuming approximately 500 students per school? In your state? In your region?

Can "surplus" elementary schools be utilized for any phase of vocational and/or career education? How much money is involved in converting a "surplus" elementary school to vocational purposes? Is the procedure feasible?

Costs of Vocational Education

What is the average cost/year of preparing youth for the labor market, in a high school? In a technical institute?

Is tuition charged in the postsecondary institutions? If not, why not? If so, how is the tuition charge determined?

What is the comparative cost of vocational education to academic education in the high schools and in the technical institutes? How is this difference explained?

How much federal money was derived from vocational acts in your state last year? This year? How much state and local money was expended last year in your state for vocational education?

Has the ratio of federal to state expenditures for vocational education in your state changed during the last 5 years? How? How is this explained?

Would vocational programs suffer if federal funds were reduced or withdrawn? What would the effect be in service to youth and adults in the States?

To what extent has the so-called "seed money" in the federal vocational Acts been used to inaugurate new programs and curricula and to construct facilities for vocational education?

To what extent do states observe the "maintenance of effort" clause in the federal vocational Acts? Is any federal money used for the "maintenance" of established programs?

Vocational educational outcomes

What percentage of those who enroll in vocational training curricula actually complete the curriculum? What happens to those who do not complete prescribed curricula?

Of those who complete training, what percentage go into occupations for which training was provided? In allied occupations? What happens to all of the others? Marriage? Military training? Other?

How is the quality of the training offered by vocational education programs actually measured? How do vocational educators know for certain that the training that is being offered is the best alternative, and that the results are the best possible given the present resources?

What do employers report, and how do employers react to the individuals prepared and graduated from vocational education institutions? What procedures are used to measure the employer reactions to the skills, technical knowledge and general education of the employees.

What percentage of graduates from secondary-level vocational education curricula actually go on to postsecondary two-year study in technical institutes or community colleges?

How many months after graduation from a vocational curriculum are required for an individual to earn an hourly wage equal to a skilled person?

What means are used to measure the effectiveness of the technical instruction provided for industrial apprentices? What reactions are regularly obtained from labor, labor unions, employers and others on the quality of the apprenticeship training provided by the vocational schools?

What information is now available, or should be available, on cost-benefit studies that have been conducted? What action has been taken by vocational educators as the result of such cost-benefit studies?

The Center for Occupational Education at North Carolina State University at Raleigh was established in 1965, and has devoted a major part of its efforts over the past ten years toward the solution of problems that were specifically related to the fields of pre-vocational and vocational education. Some of these problems have been most pressing, while others have been anticipated problems. All, however, have required research and development in procedures intended to maintain and further improve the quality and quantity of vocational education, wherever it was being offered. The urgent need for information concerning management information systems, curriculum development procedures, organized procedures for planning, and other elements of the vocational education structure were given considerable emphasis. Now, with H.R. 3037 in prospect, and with additional evidence which makes it quite apparent that the major research projects that the Center currently has well underway are *highly relevant* to the legislation, additional efforts and additional resources have been brought to bear upon these projects. Specific attention is directed to two related programs, one of which is funded through the National Institution of Education and is concerned with the extent to which coordination exists among the educational agencies, the United States Department of Labor, Bureau of Labor Statistics, and the Manpower Division of the Employment Security Commission. The study has been carried on in 10 states, one in each of the Office of Education regions. It is chiefly concerned with the extent to which manpower data are, in fact, being used in the planning of occupational education programs for youth and adults at secondary, post-secondary and adult levels. The final results of the study will not be available until late June of 1975, but data already collected allow preliminary observations that are highly optimistic and reveal information that is critically needed at the present time. When completed, the study will (1) show the extent to which manpower data are effectively used by local, state, regional and national agencies in the planning and organization of programs of occupational and adult education, and (2) provide tremendous support possibilities for many of the legislative mandates currently expressed in the proposed federal legislation, specifically those concerning the need for national and state planning activities. The preliminary results of the study indicate that strong relationships have been built between labor and education agencies, and that there are numerous instances where Bureau of Labor Statistics' publications and auxiliary publications of the Manpower Division of the Employment Security Commission have provided a basis upon which local, county, state, regional and national planners of occupational and adult education have placed great reliance. Preliminary results of the study also indicate the kinds and types of data needed by planners of occupational and adult education programs, and the data-producing agencies of the Department of Labor have indicated their willingness to take the necessary steps to produce the needed data. It should be clearly evident that with appropriate data in the hands of those responsible for planning at the several indicated levels of education, and with a broad approach to the target groups requiring training, retraining and supplementary vocational and occupational education, programs will be developed that will merit continued approval of the local, state and federal agencies, from whom support funds must come.

Another very important project now underway by the Center for Occupational Education is that entitled "EDNEED." (The "Empirical Determination of Nationally Essential Educational Data"). This is the project which was mentioned previously. This project is essentially directed toward the establishment of a vocational education information system. Such a system will undoubtedly be the means through which ultimately many of the questions presently being raised on local, state and federal levels will be answered with a high level of reliability. Questions concerning all matters dealing with the quality and quantity of occupational and adult education have for many years troubled vocational educators, largely because of the differences in definitions of terms within the vocational structure. The first phase of project EDNEED is about to be completed, and this will result in an information classification system which will enable local administrative agencies, county educational agencies, state education agencies and the federal government to identify and classify all facets of vocational and adult education. Once classified, the task of using incoming data from the states to answer questions of the following types will be facilitated tremendously.

It is expected that by the end of June, 1975, the field testing of the information classification system will have been completed, and the second phase, which will consist of developing the necessary instruments for acquiring the data from the states via the local administrative units, will be underway. This second phase, of course, will depend upon the support available from governmental education agencies to pursue further the task of building and putting into operation a data information system with special reference to occupational and adult education. The design of the vocational education information system holds great promise, and many agencies in education, government, industry, business, health organizations and the military have been involved in the development of the very important classification system of data items. Many public, private, business and industrial agencies in the United States have already developed information systems of their own, and the classification system now under development for occupational and adult purposes will be interfaced with other data systems, in order that no duplication of effort will occur. Full support for the vocational education information system has been provided by the U. S. Office of Education, with the expectation that once the data system is in place and operational, the Office of Education will be able to supply to the Committees of the Congress immediate answers to a wide variety of questions and problems concerning (a) those individuals who receive vocational services, (b) the kinds of curricula that are provided for those who receive the services, (c) the qualifications and the efficiency of those persons responsible for the teaching, supervision and administration of the services, (d) the buildings and facilities needed to provide the vocational education services, and (e) the steps taken and the concomitant results of the system of evaluation which measures the efficiency of the vocational education programs on whatever level and for whichever group services were provided.

Above all, it is our belief that the matter of effective evaluation of services provided with public funds is a matter that has long been an urgent concern of local, state and federal agencies. With an effective vocational education information system operational at a date not too far in the future, some of the important steps toward organizing for evaluation will have been taken. Such an evaluated process, adequately documented by current incoming data, should enable vocational planners to constantly adjust their programs of vocational education to the needs of the populations being served, without loss of time following the disclosure of the need. Thus, the basic documentation needed to substantiate expanded programs, curtailed programs, the inauguration of programs to provide new and emerging occupations, and the ever-present need to update and to upgrade curricula in accordance with changing technological needs of business and industry will be enhanced.

To facilitate the continuance of such research and development activities of the type just described, we at the Center for Occupational Education perceive our role as an ever-expanding one. Our program has been developed on the basis of an analysis of the crucial needs for information to achieve the goals of vocational education, which we believe to be compatable with the interests and concerns of this distinguished Subcommittee.

It has been a pleasure to supply to the Subcommittee on Education the information just related. Dr. Drewes, Associate Director of the Center, and I stand ready to answer any questions concerning our operations, our aspirations, and our anticipated projects at the Center. Thank you very much for your time.

STATEMENT OF DR. JOHN COSTER, DIRECTOR, CENTER FOR OCCUPATIONAL EDUCATION, NORTH CAROLINA STATE UNIVERSITY, ACCOMPANIED BY DR. DONALD W. DREWES

Dr. COSTER. Mr. Chairman, members of the committee, my name is John K. Coster.

I am a professor of occupational education and director of the Center for Occupational Education at North Carolina State University.

I would like to present also Dr. Donald W. Drewes, who is associate director of the center.

In addition, I would like to note that we have in this room 10 students at North Carolina State University who have been supported under part F of the Educational Development Act.

Several are from North Carolina, two from New York, one from South Carolina.

In the past under this act, we have served students from Kentucky, Maryland, Michigan, Ohio, Illinois, Florida, and New Hampshire.

I would like to express appreciation to Mr. Andrews for making this North Carolina Day possible.

Chairman PERKINS. Would you tell me what happens to be the specialty insofar as vocational education is concerned since we have students at the university level?

I am interested because the students that I know best, the dropouts and so forth, they study mechanics, masonry, carpentry, and so forth in the area schools when they drop out of high school.

But what occupational emphasis have these students placed on vocational education? What is their specialty, those who are with you today? I think that would be helpful to this committee.

Dr. Coster. I believe that eight of the students here, Mr. Chairman, are working for their doctorate in occupational education. They are preparing to work either in State departments of education or in public instruction or universities and colleges.

Chairman Perkins. Is it general administration?

Dr. Coster. They are studying basically the administration of the programs.

Chairman Perkins. That is what I wanted to get.

Dr. Coster. This was the purpose of part F, to prepare people for the administration and supervision phases of occupational education. This is what our program is designed to do.

Chairman Perkins. I think you have got one of the good programs in the country.

Dr. Coster. Thank you, sir.

Chairman Perkins. Some of these States have training that is by and large agriculturally oriented, and stop at that. That is the reason I just wanted to make sure your general administration courses were general and covered the whole waterfront.

Dr. Coster. Our program in occupational education is oriented toward administration and supervision of occupational education. Most of the people we have in the back of the room here are in that particular phase of the program.

In our Center for Occupational Education, which is true of the R. & D. centers and vocational education—we are in the planning and evaluation business, Mr. Chairman—we have said some things in our statement, Mr. Chairman, about our concerns for evaluation and our concerns for policy.

These are concerns that we feel can provide assistance.

The main gist of our statement here, Mr. Chairman, is to indicate our concern for serving all people that need vocational education and also for the accountability of information that can be used in both planning and evaluation.

We would like to answer questions about our statement.

Chairman Perkins. Mr. Lehman?

Mr. Lehman. I am a little confused. The students you refer to are really not what we term vocational education students because they are not learning a skilled trade or a salable trade to that extent. But they are learning how to manage vocational education programs.

Dr. Coster. The students, Mr. Lehman, are students who are being trained under the provisions of part F of section 5 with regard to the leadership development program for vocational education of the Education Development Act. This was title II of the Vocational Amendments, 1968.

They are students who have been sent to institutions by their State departments of vocational education.

The State director in New York, for example, has sent two of them. They have selected North Carolina State as their locale. They are down there for 1 year of training. Some of them have a second year, leading to their goals, which primarily are in the fields of administration or teacher education of vocational or occupational education.

So they are the people who will be in the management phase or the teacher education phase in the future.

Mr. Lehman. This is simply a phase of a school of education?

Dr. COSTER. Yes, sir, that is right.

Chairman PERKINS. Go ahead, Mr. Whitehurst.

[Prepared statement of Mr. Whitehurst follows:]

PREPARED STATEMENT OF CARL D. WHITEHURST, AREA DIRECTOR, OCCUPATIONAL EDUCATION, DISTRICT III, EDUCATION BUILDING, RALEIGH, N.C.

As a veteran of over 26 years in occupational education—teacher, local supervisor, teacher educator, and consultant—it has been my privilege for the last five years to serve as an Area Director of Occupational Education in a geographic region of our state comprising 21 different local administrative units in 12 counties. My job has been primarily that of urging and assisting local units to plan and implement a comprehensive occupational education program for grades 7–12. I have helped identify local needs and coordinated providing state consultant services to help local units with their needs. Also, I have assisted local units in interpreting federal and state regulations as well as insuring that funds were used appropriately.

There are some 56 senior and 65 junior high schools in this district with over 700 occupational education teachers. We are providing occupational programs for around 55% of the senior high school population. There are a number of schools with exceptionally good comprehensive programs, but in too many schools, particularly in poor, rural areas, programs are limited.

Overall, the programs we have are good—ranging from fair to excellent. It is recognized that we can improve our programs with no increase in funding and we are striving to do just that. However, it is disturbing to recognize that thousands of students are not being adequately served because of limited resources and complacency on the part of the power structure in many communities.

With a significant portion of the student population in several counties being economically, educationally, socially and culturally deprived, it is difficult to provide the extra effort needed to bring these people (students and parents) up to a level sufficient to really help them prepare for gainful employment. It does cost more to serve the needs of this target group because their needs are greater, but the alternative is more expensive—delinquency, crime, etc.

For the remainder of the paper, I would like to discuss briefly several aspects of the occupational education program in our district and hope you will consider them as you continue your deliberations of the Vocational Education Amendment of 1975.

1. In designing and implementing quality programs in occupational education, we would be short-changing the students if we concerned ourselves with developing only salable skills. It is imperative that we be concerned with the total needs of the individual—his social development, leadership development, his ability to make good decisions, to think clearly, to be effective in human relations, etc. One of the strategies employed for providing this component is the youth organizations—FFA, FHA, FBLA, DECA, VICA, CECNC, HCC, etc. We are confident this phase of the program makes a significant contribution to the preparation of students for the world of work. Follow-up studies of graduates have consistently revealed the fact that the youth club is very important to the student. We have constantly stressed the point that the youth organization should be an integral part of the instructional program, but what we haven't done is to provide resources sufficient to support it. Too many students do not belong to clubs. The youth organizations need more leadership staff at the national, state, district, and local level. It needs resources to help defray most of the expenses involved in conducting the various learning experiences at the local, district, state and national levels.

Recommendations: (1) Consider endorsing this component of the total program by adding a section to the Vocational Education Act called youth organizations and (2) authorize and hopefully appropriate funds to be used for this purpose.

2. Categorical funding has been received with mixed emotions by many people. My position is that it is not all bad. In fact, I think it may have been a "blessing in disguise" in many cases. It has insured some attention to important segments of our total program. The only unfortunate aspect of categorical funding has been the amount of resources actually appropriated. Had the authorized amounts in the '68 Amendments been appropriated, we would have been in good shape. However, we experienced some rough times especially with the 15% and

10% for disadvantaged/handicapped requirements. This was true primarily because we received no additional dollars that year and our programs were continuing programs only. We had been serving the target group but had not been reporting it. Also, though we had been serving this group, the guidelines that were handed down were difficult to comply with. We have made the adjustments since then, however, and we sincerely believe we are doing more for the target group now than we might have been doing had the Act not required the effort.

Work study is a category in which we have realized much benefit for the student. The funds have kept many students in school. We strongly recommend increased appropriations in this area which will give us more on-the-job training, especially in rural areas where cooperative programs are extremely limited.

Although categorical funding assures emphasis in some areas that may suffer otherwise, we feel just as strongly that a certain amount of total resources should be of a discretionary nature so local units will be able to meet needs unique to their situation. We allotted some 5 million dollars (state only) on this basis this year which were also non-matching and the response locally was most favorable.

Recommendation: Double appropriations in each of the categories.

3. Inadequate facilities continue to plague us in spite of a recent 300 million dollar statewide total school construction bond issue and other efforts to replace inadequate shops, classrooms, etc. Significant improvement in facilities in the Western third of our state are being realized due to a great extent to the Appalachian Region Act, but the Coastal Plain Act has not provided the Eastern part of our state such assistance. Several millions of dollars for occupational education facilities alone are needed in our 12 county region. This would be true in other regions of our state, too.

While it is true that we have the prerogative to use Part B in this area, present funds are needed for current expense.

Recommendation: Since more funds are needed if we are to meet our facility needs, we urge Congress to add construction resources to the '75 amendments as a category or on some other basis like the construction part of the ARC Act.

4. Should the requirement for graduation from secondary schools include the development of a salable skill is a question being asked frequently today. It is my opinion that it should. Though I would hasten to place first priority on those students who are not likely to go to college, even college or post secondary bound students would do well to leave secondary schools with a salable skill for several reasons: (1) guidance factor—the skill may well lead to a major field of study in college (too many students entering college have no idea what career they plan to pursue) (2) many college students must work to remain in school (3) thousands of students entering college do not graduate, thus leaving school with no salable skill and (4) with the ever uncertainty of the future, it is always wise to be prepared for any eventuality as soon as possible.

Recommendation: Encourage school units throughout the nation to endorse this concept and appropriate funds sufficient to begin implementing it.

5. Although I do not work directly with the post secondary program, we do promote and have a cooperative working relationship. We feel that many of our secondary graduates should and do matriculate to the 2-year technical program and we have worked on the articulation from secondary to post secondary with credit given the student for skills developed in high school.

Both levels of instruction operate under our single State Board of Education which results in a coordinated effort. It would be extremely unfortunate if we had a separate Board for secondary and post secondary because that would promote competition, friction and disharmony.

Recommendation: In the interest of a smooth, articulated vocational education program for students, grades 7–14, resist the "move" to divide the control of the total program at the State level.

6. Even with the shortcomings in facilities and equipment, it still represents a tremendous investment and it seems foolish not to utilize them fully. Year round programs in occupational education should be developed. The summer months, when most schools close, are the idle investment months. With additional resources we could provide the salable skills alluded to in item 4 above. We could provide more and better instructions for the disadvantaged/handicapped students. Summer programs have been difficult to promote, to some extent, due to our fiscal year July 1–June 30. We commend Congress for plans to change that. In rural areas, transportation is usually a critical problem. So, we need funds which are flexible in use for the summer program.

Recommendation: Congress is urged to give consideration to encouraging or mandating that programs be offered year round.

7. Getting qualified teachers continues to be a problem. Since the teacher is the real backbone of a quality educational program, we must constantly strive to attract, train and pay well these important people in our program. Relative to pay, we do need some type of merit pay program that recognizes the difference between a master teacher and an average teacher.

We have critical teacher shortages in trade and industrial education and vocational agriculture education. If we expand our programs to really meet the needs of all people, we will have shortages in other program areas, too. We need to expand our recruitment efforts and teacher training programs if we are to have the necessary instructional staff to do the job.

Recommendation: In light of the benefits received from EPDA funds up to this point in both up-grading professional staffs (teachers, teacher educators, local directors of vocational education and State staff) and assisting potential leaders to pursue graduate degrees, we urge Congress to increase funds in EPDA.

8. Finally, the biggest problem of all is the "dropout" and the potential dropout. Young people today are different in many ways compared to young people of just 15 years ago, not to mention compared to us when we were teenagers. There are many reason for this difference, but the point is that we must recognize this difference and do something about it. Some of the suggestions we would like to make are:

a. Begin early in the life and education of the youngster to recognize that he is different and design an education program based on his needs. Make him aware of the world of work and begin developing in him a wholesome attitude toward life and work. School should be enjoyable and one way to make it enjoyable is to make learning meaningful and relevant and insure successes for every student during the process. Since most young people tend to want to be adults too soon, employment is a significant thing to them. We must capitalize on this fact to help them see the importance of reading, writing, and arithmetic in their future. Later, in the middle grades, we need to provide them with some real, hands-on experiences related to the world of work which will serve an exploratory need as they try to make career decisions in keeping with their interests and aptitudes (thousands of students know little about the community in which they live, not to mention the world). Then, in high school, we need to help students develop salable skills at the entry level, at minimum, and assist them in job placement upon graduation if they desire to work.

b. We need counselors at the elementary as well as the junior and senior high school level and additional teachers at all levels to reduce the teacher-student ratio.

c. There is a growing need to be able to remove those teachers who are ineffective in working with students. I know of no other single factor that contributes more to the dropout problem than teachers who cannot relate to and who do not really care about students.

d. We must discontinue to offer students one option in school—"we have a system (time schedules, grades, course requirements, etc.)—if you can fit in, fine; otherwise, we have nothing to offer you" is a philosophy that still exists today. So for many students who can't keep up and therefore get behind and discouraged, the dropout route is the way out.

Here, we must do two things. First eliminate the cause of the dropout and that is the number one priority, and the second thing is to offer the dropout an alternative. In North Carolina, we started (a year ago) an extended day program offered primarily at night for dropouts, age 16–18. The program is occupationally oriented and taught by teachers who do care for the individual. Carnegie units and other academically sacred requirements are eliminated and a concern for the real needs of the individual is stressed. There are over 2,000 dropouts back in school with the promise that things will be different. Many graduated last June and others will receive a diploma this June. We need to expand this program to meet the needs of thousands of other dropouts.

But most importantly, we need to attack the problem at its roots and that is we must make changes in our regular day school program. All of the statements made in this paper and the recommendations that followed are pertinent to this situation. An expanded program of occupational education at the secondary school level is our greatest hope in resolving the many problems we have on many fronts in this country. We solocit your support in giving us an opportunity to prove that statement.

Thanks again for your interest and support.

STATEMENT OF CARL WHITEHURST, AREA DIRECTOR OF OCCUPATIONAL EDUCATION

Mr. WHITEHURST. Thank you, Mr. Chairman.

I am privileged to have the opportunity to be here today to talk with you about our program in North Carolina.

I am somewhat of an old veteran in occupational education, having some 26 years of service. I feel that over the years with the support and encouragement particularly of Congress we have indeed made progress in serving young people in our State.

We appreciate much your consideration of the legislation as it will affect our program.

In our State I am working with some 12 counties and 21 different administrative units which is a cross-section, I think, of our economic situation in that we have metropolitan areas and we have areas with high deprivation in terms of social culture and economic situation.

I would share with you the following ideas as you consider your legislation to serve this somewhat diverse group.

First of all, I would like to also reiterate what Dr. Clary said relative to the youth clubs. Over the years these clubs like FHA et cetera have been considered an integral part of our instruction program.

In followup studies of former graduates they have said, "Man, that club was really what did the most for me."

We would like to encourage Congress to consider adding a section to the legislation relative to youth clubs to give it, we think, the encouragement and support it deserves.

Also we would hope you would consider appropriating funds to help administer this program at the county, Federal, State and local level. We need this kind of support for this vital segment of the total program.

Second, we would like to mention the categorical funding situation. A lot of people have misgivings about this. But from our observation I think it may have been a blessing in disguise because students are benefited by funds that come in a categorical manner that may not have been served otherwise.

The work-study program and other phases of categorical funding are fine; we need more dollars to serve each of the target groups represented therein. I would recommend that a construction category item be considered by Congress in the construction of occupational facilities.

We have been the beneficiaries of a lot of good vocational construction in the western part of our State through the Appalachian region program. The coastal program has not served us in the eastern part of the State quite so well.

So we are still in dire need of some additional facilities to effectively operate our vocational programs.

We would urge you to consider a categorical item for construction either in some type of program like ARC or in the Vocational Act itself.

Another thing that I wish we could do more of in light of the facilities and all that we do have is to gain maximum utilization in terms of serving more students with only minimal additional cost. That is a summer program, in other words, a 12-month program. We don't have enough funds at this point in time to continue our present operation much beyond the 9-month school program. So I wish you would consider that also.

Another item is I would support Dr. Coster in his EPDA program, that we receive additional dollars here because it has helped us very much in our State in terms of upgrading not only teachers but also our local directors of occupational and our own State staff.

Gentleman, we feel that an expanded program in occupational education is our greatest hope really in resolving the many problems we have on the many fronts in our country today.

We solicit your help and support in giving us an opportunity to prove that statement.

Thank you.

Mr. ANDREWS. Thank you, Mr. Whitehurst.

I can't write as fast as you talk, I have to admit. But I enjoyed your statement nonetheless.

Is Miss Juren here? Would you go ahead?

Before you begin, reference was made to the 10 students from North Carolina State University.

Would they stand?

Thank you. I assumed that was the row. But I wasn't sure.

[Prepared statement of Miss Juren follows:]

PREPARED STATEMENT OF MISS DENISE JUREN, NATIONAL SECRETARY, FHA/HERO, PEMBROKE SENIOR HIGH SCHOOL, PEMBROKE, N.C.

Mr. Chairman, Committee Members: My name is Denise Juren and I'm eighteen years old. I guess that makes me an important youth, because I'm of voting age! Presently, I hold the office of National Secretary of the Future Homemakers of America. My home is in Pembroke, North Carolina, but I've lived all over the Tar Heel State. My father is a Methodist minister (the answer to our constant moves) while my mother is a licensed practical nurse, though she's presently holding down the job of homemaking. I have two brothers, ages 16 and 15, and a beautiful baby sister twenty-one months old. As you can see, I come from a well-rounded family, where love flows like molasses thick and sweet.

Today, however, I'd prefer you consider me V.S.O.—standing for Vocational Student Organizations—for I am their representative. My actions here are in behalf of 1.5 million high school students who are members of vocational student organizations. This number does not include post-secondary, collegiate, or the alumni divisions of our student organizations.

My real beginning dates back to 1917. It was then that Congress passed the Smith-Hughes Act which was signed by President Woodrow Wilson on February 23, 1917. The act provided a grant in perpetuity to the States of approximately $7.2 million annually for the promotion of vocational education in agriculture, trade and industrial, and home economics. It was also under the Smith-Hughes Act that an allotment of 1 million dollars annually was appropriated to the States for use in preparing vocational teachers. This proves that even then, legislators knew only the taught can teach.

In 1930, a number of short term acts were passed to continue and expand the programs of Vocational Education. The George-Reed Act authorized an appropriation of $500,000 annually for a period of four years. The Act expired on June 30, 1934. The appropriation was divided equally between agriculture and home economics.

In 1934, the George-Ellzey Act authorized an appropriation of three million dollars each year for three years. The money was equally divided among agricultural education, home economics education, and trade and industrial education.

As the need for additional fund[illegible] the promotion and further development of Vocational Education became [illegible]nt, Congress approved a new Act. In 1936, the George-Dean Act authorized [illegible]llion annually for agriculture, home economics, and trade and industri[illegible]ation with no expiration date.

Ten years later in 1946, the George-Barden Act appropriated $28,850,000 annually for further development of Vocational Education.

In 1961, the Area Redevelopment Act authorized $4½ million annually until 1965 for Vocational Education. The Act authorized Vocational Education for unemployed and underemployed persons. Recent additions to the Act have increased funds for this purpose.

In 1963, Congress passed the Vocational Education Bill, signed by President Johnson. The Act provided for major increases in appropriations for Vocational Education. Instruction in agriculture, home economics, and distributive education was broadened. Authorization was also given for the development of Vocational Education programs for those with special education needs and handicaps. Since that time, amendments have been made to increase funding on behalf of Vocational Education.

Perhaps with this brief background, it will be easier to understand the growth of vocational student organizations as an integral part of Vocational Education programs. It also exemplifies the growing need for increased funds for Vocational Education, including the vocational student organizations.

Just as a family develops, so did I—V.S.O. The earliest part of me was FFA, organized nationally in 1928. Until recently, FFA was the only V.S.O. recognized in a Vocational Education Bill. The 1972–73 high school membership shows FFA to serve 447,577 members out of 621,051 persons enrolled in vocational agricultural education. This means FFA is reaching 72% of their high school potential. This does not include the post-secondary or alumni division of FFA. The primary purposes of FFA are to develop agricultural leadership, cooperation, and citizenship.

Perhaps you are wondering how these purposes are met. Through participation in FFA activities, young men and women, ages 14–21, learn how to speak in public, conduct and take part in meetings, handle financial matters, solve their own problems, and assume civic responsibility. Certainly these characteristics are important to any person, and especially those interested in an agricultural business. FFA prepares its members for future jobs like those of farming, agribusiness that supports farmers, forestry, horticulture, food processing, and natural resources occupations. The importance of these fields is often unrecognized. North Carolina wouldn't be the great State it is without competent farmers and agri-businessmen. Florida's praised Disneyland wouldn't be the same without its beautiful landscaping properties and horticulture.

It is important also that you recognize FFA as an integral part of agriculture. The embryo cannot develop without a mother—and so it is with FFA. It grows and flourishes within agriculture. Therefore, its success and life depend on its teachers. Unless these people are properly trained through classes and experiences, they cannot give effective leadership. These people need training through funding made possible by the federal government.

Just as a child is a part of its mother, so is the mother a part of her child. She gives her talents to that child to learn and teach him. The child in return exhibits these talents. FFA exhibits the talents and experiences learned through agriculture. The two cannot be separated. They are an integral part of one another.

The family continued its growth and in 1945 FHA became nationally organized. Future Homemakers of America is an organization available to any student who is taking or has taken a course in home economics or related occupations. These related occupations include Food Services, Child Care, Interior Decorating, and Institutional Management. Future Homemakers of America branches into two chapters, FHA and HERO (Home Economics Related Occupations). FHA chapters place special emphasis on consumer education, homemaking and family life education combined with exploration of jobs and careers. HERO chapters place major emphasis on preparation for jobs and careers, recognizing that workers also fill multiple roles as homemakers and community leaders.

According to 1972–73 national statistics, FHA is reaching only 16% of its high school potential. This shows once again the need for better trained teachers and more enthusiastic leaders. If home economics and FHA are to be an integral part of one another (as they are), all home economics teachers, and those majoring in the field, should be provided training for advising an FHA chapter. Consider the increase in membership if every home economics teacher were educated well enough to be an advisor. Then, the leaders would not only be those interested, but also those with training and ability to arouse enthusiasm.

Future Homemakers of America is a most important organization, as everyone is a homemaker. Too many times the words "sewing and cooking" are attached to its definition. In reality, homemaker relates to those who provide a living environment for themselves and/or others which meets their specific needs. For example, a homemaker provides a happy environment for themselves and/or others. They meet the needs of those dependent on them. Each of you, the committee members and chairman, are in this case a homemaker. You meet the needs of your family.

FHA/HERO prepares its members for jobs in Family Economics—Home Management, Family Relations and Child Development, Food and Nutrition, Home Economics Education, Housing, Furnishings and Equipment, Institution Administration, Textiles and Clothing, and Rehabilitation.

The next addition to the family was the Distributive Education Clubs of America which became nationally organized in 1947. In 1972–73, DECA was reaching 42% of its high school potential through the Distributive Education program. It is the only national youth organization operating through the public schools ot attract young people to careers in marketing, merchandising, and management. DECA also has a post-secondary and alumni division.

DECA's main purposes are to develop a respect for education in marketing and distribution which will contribute to occupational competence, and to promote understanding and appreciation for the responsibilities of citizenship in their free, competitive enterprise system.

DECA prepares its members for any job related to marketing, merchandising, and management. This includes employment as manager of a department store, owner of a grocery store, etc.

DECA provides an excellent opportunity for Distributive Education to prepare youth for a better tomorrow. Teaching skills today, enables tomorrow's leaders to be more competent and aggressive towards a better world. Once again, DECA and Distributive Education are as inseparable as mother and child.

In 1952, Future Business Leaders of America held their first National Meeting. Anyone currently enrolled or who has taken a business course is a potential member of this organization.

1972–73 statistics indicate that out of 1,590,665 business education students, FBLA had a membership of 94,124 of these students. This means 8% of the high school potential is being reached. However, these figures do not include PBL (Phi Beta Lambda) which is FBLA's post-secondary division.

The overall objective of Future Business Leaders of America is to develop competent, aggressive business leadership. This leads to many areas of employment including secretarial work, management office, and any other field related to business. The mother, of course, of FBLA is business education. What better way for business youth to express themselves than through a business club?

The family became larger in 1965 when Vocational Industrial Clubs of America was nationally organized. It is the only national organization for trade, industrial, technical and health occupations education students. In 1972–73, VICA was reaching 12% of its high school potential. This does not include the post-secondary and alumni divisions. The organization is growing very rapidly, with a membership of 152,405.

VICA's main purpose is to prepare students for employment in trade, industrial, technical and health occupation areas. This prepares youth for positions in health care, restaurant management, and numerous trade and industrial careers. As you can see, VICA provides students with opportunities to develop skills in Trade and Industrial areas. Once again, the two are an integral part of one another.

The newest addition to the family is Office Education Association, becoming nationally organized in 1966, presently reaching 8% of its high school potential. It is part of the education program, designed to develop leadership abilities in the American business system, and competency in office occupations, within the supporting office occupations education.

Membership in OEA gives the student an opportunity to participate in conventions, meet new people, and exhibit their skills: One of its objectives is to develop the ability of students to plan together, organize and carry out worthy civic activities.

As you can see, my family is constantly growing and improving. It effects almost 2 million students today. It contributes to the world youth who are trained and prepared for jobs of their interest.

In contrast to the recent GAO's report on Vocational Education, each organization prepares students for future employment. The example of Home Economics was used as a course unrelated to future employment. Not so! It prepares students for jobs in the areas of Family and Economics, Home Management, Family Relations and Child Development, Food and Nutrition, Home Economics Education, Housing, Furnishings and Equipment, Institutional Management, Administration, Textiles and Clothing, and Rehabilitation.

All the organizations prepare their members for making a better world. Through cooperation with others they grow personally. Some examples are the following statements of some of our members:

"Because of VICA, I am not a high school drop-out. I am an outstanding student in my school. At last, I have a great deal of pride in my skills, in my country, and in myself.... Through VICA, I finally know where I'm going and why. Elizabeth Doyle, Texas.

As an FHA member, I have developed skills for leadership in the world of tomorrow. I have made millions of friends, and am ready to cope with life and any problem it brings. Denise Juren, North Carolina.

The V.S.O. family is close-knit and flowing with skills. But each child I have spoken of is different. No mother would want one child from a combination of six children. That would confuse their style, their abilities, motives, goals, and variety. Each child has a different sense of importance, and a different outlook on life. For that reason, the separate vocational student organizations cannot be integrated into one. They work together as a family to accomplish their joint goals and projects, but they work separately to achieve their own interests.

Too many times, a student cannot join an organization because of its dues. If more federal money were allotted to Vocational Education, perhaps it could be used to pay dues for underprivileged students. For these students need the training most.

My family also feels very strongly regarding the Vocational Education Bill now in Congress. We thank you sincerely for including the vocational student organizations for the first time, but we ask you to go a step further. We would like to be included by name somewhere in the Bill.

Our reasons for this are:

1. At the national level, there are only six vocational education student organizations currently that function as an integral part of the Vocational Education program.

2. The Policy Statement of the U.S. Office of Education identifies by name these six vocational organizations. Thus to include them in the legislation would be in keeping with this Policy.

3. It would provide recognition to these youth groups as educational tools which function as a part of Vocational Education.

4. It would clarify what the legislation means by "Vocational Student Organizations". This would prevent misinterpretation by other established community youth groups seeking aid by showing that this legislation refers to student organizations that are within the Vocational Education structure.

In summary, I, V.S.O., am greatly concerned about the following:

1. Identification by name in Vocational Education Bill.
2. More qualified teachers and advisors (better training).
3. Correction of the GAO Report.

In closing, once again I express my appreciation for being asked to testify, and for being given an opportunity to speak on behalf of the V.S.O.

Also, I make a proposal. You have heard me refer to myself as V.S.O., to each organization as child, and to each vocational program area as mother. My proposal, Mr. Chairman and Congressmen, is that you, the Federal Government, are the father. You should be the proudest people in the world. You are the father of almost 2 million of the best skilled students in America. And remember, your children are both today's youth and tomorrow's leaders. Provide them with your loving, fatherly, and federal support!

STATEMENT OF DENISE JUREN, NATIONAL SECRETARY, FUTURE HOMEMAKERS OF AMERICA

Miss Juren. Members of the committee, for those in attendance, my name is Denise Juren. I am 18 years old.

Presently I hold the office of National Secretary of Future Homemakers of America.

My home is in Pembroke, N.C., but I have lived all over the Tar Heel State. My father is a Methodist minister, which is the answer to our constant moving.

My mother is a licensed practical nurse, although she is presently holding the occupation of homemaker.

I have two brothers, ages 16 and 15, and a beautiful baby sister, 21 months old.

As you can see, I came from a well-rounded family, where love flows like molasses, thick and sweet.

Today, however, I would like you to consider me as V.S.O., the Vocational Students Organization of America, for today I am their representative.

My actions here today are on behalf of 1.5 million students spread across the Nation.

My real beginning dates back to 1917 when President Woodrow Wilson approved the Smith-Hughes Act.

This act appropriated approximately 7.2 million dollars to be alloted to the States in order to prepare them for vocational education programs in agriculture, trade and industrial and home economics.

It was also under the Smith-Hughes Act that an allotment of $1 million annually was appropriated to the States in order to prepare teachers for vocational education areas. This proves that even then legislators knew only the taught can teach.

As the need for increased funding became apparent the Federal Government increased the vocational education allotment to meet the needs.

The most important part was the vocational education organizations. The first part of me was the Future Farmers of America becoming nationally organized in 1928.

1972–73 statistics prove the FFA is reaching 72 percent of its high school potential. This number does not even include the post-secondary and the alumni division of the organization.

The primary purpose for FFA is to develop agricultural leadership, cooperation and citizenship.

Members are prepared for future jobs like those of farming, agribusiness, forestry, horticulture, food processing and natural resources occupations.

It is important that you realize that FFA is an integral part of agriculture. The embryo cannot develop without a mother. And so it is with FFA. Its success depends upon its teachers. Unless these people are properly trained through Federal funding they cannot get effective leadership.

Just as a child is a part of its mother, so is a mother part of its child. She gives her talents to that child. In return the child exhibits these talents.

FFA exhibits the talents and experiences learned through agriculture. The two are an integral part of one another.

The family continued its growth and in 1945 Future Homemakers of America, the organization that I am a member of, was nationally organized.

Future Homemakers is an organization available to any student who is presently or has been enrolled in home economics classes.

FHA chapters place special emphasis on consumer education, homemaking and family life education combined with exploration of jobs and careers.

HERO, which stands for Home Economics Related Occupations, places major emphasis on preparation for jobs and careers.

According to 1972–73 statistics FHA is reaching only 16 percent of its high school potential. This shows the need for better leadership in the field of vocational education programs.

Consider the increase in membership if every home economics teacher were prepared to teach in an FHA chapter or become an adviser.

It is also important that you realize that home economics is an integral part of FHA as well as FHA is an integral part of home economics.

The next addition to the family was the Distributive Education Clubs of America, DECA. It was nationally organized in 1947.

The 1972–73 statistics prove DECA to be reaching 42 percent of its high school potential.

DECA also has a postsecondary and alumni division.

It is the only national youth organization operating through the public schools to attract young people to careers in marketing, merchandising and management.

DECA's main purpose is to develop a respect for these areas. It prepares its members for a career related to marketing or distributing or management. This includes employment as manager of a department store, as a worker in a grocery store, et cetera.

DECA provides an excellent opportunity for distributive education to prepare youth for a better tomorrow. Teaching skills today enables tomorrow's world leaders to be more competent and aggressive toward a better world. Once again, DECA and distributive education are as inseperable as mother and child.

In 1952 Future Business Leaders of America held their first national convention. The 1972–73 statistics prove that FBLA is reaching 8 percent of its high school potential. However these figures do not include Phi Beta Lamba, which is the alumni division.

The overall objective of Future Business Leaders of America is to develop competent aggressive business leadership. This leads to many areas of employment including secretarial work, management office and any other field related to business. The mother of course of FBLA is business education. What better way for business youth to express themselves than through a business club?

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VICA's main purpose is to prepare students for employment in trade, industrial, technical and health occupation areas.

This prepares youth for positions in health care, restaurant management and numerous trade and industrial careers.

As you can see, VICA provides students with opportunities to develop skills in trade and industrial areas and once again the two are an integral part of one another.

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As you can see, my family is constantly growing and improving. It affects almost 2 million students today, and it contributes to the world youth who are trained and prepared for jobs of their interest.

In contrast to the recent GAO's report on vocational education, each organization prepares students for future employment.

The example of home economics was used as a course unrelated to future employment. Not so. It prepares students for jobs in the areas of family and economics, home management, family relations and child development, food and nutrition, home economics education, administration, textiles and clothing, and rehabilitation.

The VSO family is close-knit and flowing with skills. But each child I have spoken of is different. No mother would want one child from a combination of six children. That would confuse their style, their abilities, motives, goals, and variety.

Each child has a different sense of importance and a different outlook on life.

For that reason the separate vocational student organizations cannot be integrated into one. They work together as a family to accomplish their joint goals and projects, but they work separately to achieve their own interests.

Too many times a student cannot join in organization because of its dues. If more Federal money were allotted to vocational education, perhaps it could be used to pay dues for underprivileged students. For these students need the training most.

My family also feels very strongly about the vocational education bill now in Congress. We thank you sincerely for including the vocational student organizations for the first time but we ask you to go a step further. We would like to be included by name somewhere in the bill.

Our reasons for this are:

1. At the national level, there are only six vocational education student organizations currently that function as an integral part of the vocational education program.

2. The policy statement of the U.S. Office of Education identifies by name these six vocational organizations. Thus, to include them in the legislation would be in keeping with this policy.

3. It would provide recognition to these youth groups as educational tools which function as a part of vocational education.

4. It would clarify what the legislation means by "vocational student organizations." This would prevent misinterpretation by other established community youth groups seeking aid by showing that this legislation refers to student organizations that are within the vocational education structure.

In summary, I, VSO, am greatly concerned about the following:

1. Identification by name in vocational education bill.
2. More qualified teachers and advisers, and better training.
3. Correction of the GAO report.

In closing, once again I express my appreciation for being asked to testify and for being given an opportunity to speak on behalf of the VSO.

Also, I make a proposal. You have heard me refer to myself as VSO, to each organization as child, and to each vocational program areas as mother.

My proposal, Mr. Chairman and Congressmen, is that you, the Federal Government, are the father. You should be the proudest people in the world. You are the father of almost 2 million of the best-skilled students in America. And remember, your children are both today's youth and tomorrow's leaders.

Provide them with your loving, fatherly, and Federal support. Thank you.

Chairman PERKINS. Thank you very much.

Mr. ANDREWS. Mr. Chairman, I wonder if I might mention that that is an extremely fine presentation? I thoroughly enjoyed the analogies between families and all the rest.

Chairman PERKINS. You will have an opportunity to ask all of them questions.

Mr. Causby, go ahead.

[Prepared statement of Mr. Causby follows:]

PREPARED STATEMENT OF GEORGE B. CAUSBY, PRINCIPAL, GARNER JR. HIGH SCHOOL GARNER, N.C.

THE SCHOOL SYSTEM

The Wake County School system is made up of forty-four schools housing 32,423 students in grades K–12. There are eight senior high schools, nine junior high schools and twenty-seven elementary schools. The Wake County Schools' attendance area surrounds the city of Raleigh. The public schools in the city of Raleigh make up an entirely separate school system. The administration of the Raleigh Public Schools is similar to that of Wake County. The main difference of the two systems probably lies in the size of the area served. Raleigh City serves the students living in an approximate 20 square mile area in and around the municipality. Wake County Schools serve the 844 square miles that make up the remainder of Wake County. The county schools are under the direction of the Wake County Board of Education with one superintendent, an associate superintendent and five assistant superintendents. Forty-three professional staff members at the central office, forty-three principals and 1,642 teachers make up the schools administrative and teaching staff.

THE TOWN

The town of Garner is located approximately five miles south of Raleigh, the capital of the state of North Carolina. Many of the residents of Garner and the surrounding area are state government employees who work in the city of Raleigh. The Garner public school attendance district is divided into six elementary attendance areas, two junior high school areas and one senior high school area. There are 6,551 students attending the nine public schools in this district. The Garner public school attendance district is one of eight attendance districts located within Wake County.

THE SCHOOL

Garner Jr. High School, one of two junior high schools in the district, houses 852 students in grades 7, 8 and 9. The racial composition is approximately 19% black and 81% white. The student body is composed of boys and girls from a varied socio-economic background. The seventh grade contains 284 students, eighth grade, 290 students and the ninth grade, 278 students. All students in the seventh and eighth grades participate in an exploratory vocational program. Ninth grade students may elect to take one vocational course for the entire year. At this point in our program, seventh and eighth grade students will be involved in at least four vocational exploratory courses during the school year which means that by the end of their second year in junior high school, they will have been introduced to a minimum of eight vocational courses.

THE PRESENTER

The presenter's personal background includes teaching in the junior high school, principal of grades 1–12 and presently principal of grades 7–9. He holds a bachelor's and a master's degree from East Carolina University and an advanced certification in school administration from the University of North Carolina at Chapel Hill. This is his eleventh year as a public school principal in the state of North Carolina.

IN GENERAL

Over a period of years, federal funds have been used in the schools to begin new programs and in many instances to aid ongoing programs. It is difficult to determine the best use of the federal dollar in a school program; however, we can all be assured that without federal money in our school programs, education for all would definitely suffer.

YOUTH CLUBS

In Wake County and the state of North Carolina, our school agriculture program has been long standing and long successful. At times it appeared that too much money was being spent on the agricultural programs especially since many young people were leaving the farm and the farm community causing fewer people to be left in agricultural employment. Now, with the "talked about" food shortage and tremendous increase in the price of food, it seems that a return to the more fundamental ways of life may be in the offing. The youth program (Future Farmers of America), that has been associated with agriculture in the schools over a number of years, has certainly proved its worth. Many things contribute to the over-all education of a student and the training that agricultural students have received in the FFA appears to be quite meaningful later in the individual's life in operating his business and becoming a worthwhile citizen of the community.

Youth clubs appear to be a very important part of education. Many youth clubs are conducted within Wake County Schools. Some of them that are presently in operation are: VICA (Vocational Industrial Clubs of America), DECA (Distributive Education Club of America), the student chapter of the National Secretary Association, FBLA (Future Business Leaders of America), FHA (Future Homemakers of America), and the new and rising CECA (Career Exploration Clubs of America). In Wake County alone, we have over 2,000 students who participate in these organized club programs. These programs have as their general goal the betterment of the student through teaching of the American system of government through leadership activities, skill development contests and use of correct parliamentary procedures. Several of the skill developments employed are manual and mechanical skills, public speaking and proper job interview techniques. The skills contests appear to be the only logical method of determining if the student has learned his or her chosen skill. Contests are of a competitive nature which appears to be in line with our American system.

The vocational youth clubs in North Carolina are the only club organizations that are required by the Board of Education to be a part of the instructional program. The North Carolina State Board of Education feels that the youth program is vital enough to the complete development of the student that they passed a resolution stating that clubs be an integral part of vocational training. This resolution was passed in November, 1972. More money could well be spent in the area of club activities both in the junior high school as well as the senior high school area.

JUNIOR HIGH SCHOOL EXPLORATIONS

Another aspect of our vocational program in Wake County that is beginning to receive much needed attention is the junior high school or middle school exploratory program. The senior high school (grades 10–12) skill development programs cannot function properly without adequate exploratory experience, including occupational information and guidance, before a student reaches the senior high level. Although senior high schools have operated their programs for many years with few previous exploratory programs for students, it is understandable that when a seventh, eighth or ninth grade student has been exposed to a number of skill programs before he reaches the senior high level, he will be in a much better position to choose a skill that he enjoys and one that he would like to develop during his final years of formal public education. It appears that too many students at the senior high level choose the wrong program because sufficient information was not available at the junior high school level to enable them to make a wise choice. Many working people today are probably in the wrong occupation for them personally and may be stuck with it for life because they were not aware of the many options available to them. More money could well be spent in beginning and expanding exploratory programs in the junior high school grades.

LOCAL LEVEL

Wake County is involved in an exploratory course for grades seven and eight that is new to this portion of the country. The local vocational director and myself were sent on an evaluative trip to the state of California to view an exploratory program that involved the transfer of teachers from school to school rather than assign exploratory vocation teachers to one permanent position. After returning to North Carolina and completing further investigation into a system of this type, Wake County Schools set out to begin a system of exploratory courses involving transmodular units that could be transported along with the teacher from school to school. With the junior high school programs set up on a quarter system (9-week period), each transmodular unit could offer the same exploratory course for a nine weeks period at four different schools during the course of a school year. At the present time $585,000 in local money has been invested to implement this program in Wake County. In all probability, Wake County will have three schools operating this program by fall of 1975.

It appears that a greater monetary investment channeled into the junior high school vocational exploratory programs would greatly benefit students entering senior high school by allowing them a greater knowledge of the various work areas before they are required to select a vocational subject to concentrate upon before they leave the public schools. Any student that completes twelve years of public education should be able to graduate with some type of skill regardless of whether he chooses to go on to further forms of higher education.

TWELVE MONTHS SCHOOLS

Wake County Schools employ 145 teachers in the vocational field. Of this total number approximately fifty are employed on a 12 months basis. Many classes are offered to the students during the summer months; however, with equipment on hand and classroom space available, a lack of money keeps us from offering more courses to more students throughout the entire year.

IMPACT OF FEDERAL MONEY

There is no doubt that federal money has had a tremendous impact on the public schools. This impact has been for the betterment of the schools although in some instances when federal money has been channeled into lower income areas without placing at least part of the same money in nearby areas, the lower income areas have had a tendency (with the federal money) to cause the nearby middle income area to become the needy school district in comparison. This problem may be eased to some extent if local school authorities were given more flexibility in determining where and how federal dollars could be spent.

EXTENDED DAY PROGRAM OR OPTIONAL SCHOOLS

Wake County Schools are presently involved in offering late afternoon courses to students who, for some reason, have dropped out of the regular daytime public school. Some students simply cannot adjust to a regular day school situation. Many students encounter personal problems and home problems when they reach high school age that cause them to drop out of school. During this past school year 167 students in grades 7-12 dropped out of school in Garner. Approximately 5½% of the 3,050 secondary students in the area ended their formal public school education prematurely. There were many and varied reasons for these dropouts. In Wake County we are presently making preparation for these students to enter an optional school program offered in the evening hours. Nine students have already graduated from this program and now hold a high school diploma. Another 142 students are presently enrolled in the school. Because of this optional program, many "drop-outs" will complete the courses required for a high school diploma and be better prepared to enter the country's work force or even go on to higher educational training.

The public schools house every different type of individual that exists. All have different problems and various outlooks on the future. Special programs such as the optional school should be set up to try and reach as many of these young people that for some reason or other cannot satisfactorily complete the requirements in a regular six or seven hour per day public school.

SUMMARY

The need for local, state and federal money in the public schools exists now more than ever before. Many students will never enter an educational institution for higher learning after they leave the public school. Money channeled into the various vocational programs will strengthen the public schools and give students a greater chance to be able to seek worthwhile employment as soon as he graduates from the public school system. Federal money is an excellent source of "seed money" to get new programs started. Occasionally this new money creates a monetary imbalance in the system. Federal authorities as well as state authorities may be able to help solve some balance problems by allowing local unit school administrators to have more authority in determining where and how monies may be spent in their local system.

Regardless of the source of the money, it should be spent where it is needed and spent on the children who need it regardless of their socio-economic background. It appears that more flexible dollars may help create a more flexible educational offering thereby reaching more students. When more students enter the world of work well prepared for a particular type of skilled labor, the economy of the nation should be based on a more solid foundation.

STATEMENT OF GEORGE B. CAUSBY, PRINCIPAL, GARNER JUNIOR HIGH SCHOOL, GARNER, N.C.

Mr. CAUSBY. Mr. Chairman, Congressmen, I am George Causby. I am principal of Garner Junior High School. We are part of the Wake County school system in North Carolina.

I am right in there among 850 of 13-, 14-, and 15-year-old students every single day. In fact, they are probably wondering why I didn't show up this morning.

My first concern involves exploratory vocational courses offered at the junior high school level. It is my contention that vocational courses offered at the senior high school can be better understood and better selected by the students if they have had an extensive introduction to the various vocations before they reach the final years of their public education.

This year in our school we are offering introductory vocational courses beginning at the seventh grade level. These courses last for 9 weeks. At the end of that 9-week period, the student goes on to another course.

During the school year, the student can be introduced to four different vocations. We carry this through the eighth grade and introduce him to four more.

In the ninth grade he can begin selecting courses that he wants to go into, courses that he may want to stay in when he reaches the senior high school level.

I am saying that if we can offer courses like this as low as the seventh grade in junior high school, by the time a student reaches senior high school, he will have some idea of what the various courses are all about.

We have so many students that go into senior high school and all of a sudden the vocational courses are laid out before them and they have to pick one. So they pick a course.

Chairman PERKINS. Let me interrupt you.

I have always wondered why we have let our vocational schools waste so much talent, and the primary reason happens to be that they had never had a program like you are describing presently to this committee.

As a youngster we commenced in the third grade in the settlement school, maybe taking carpentry in the third and fourth and later getting back to it, take a little masonry, take other crafts and other trades.

By the time we got to the ninth grade—we stopped in the 10th grade—we knew or thought we knew in the eighth grade what we really preferred in the way of a trade.

So many youngsters when you throw them in high school they don't have time to make up their minds. That is where success is going to show up.

I want to hear more about your program. I just wish there were more schools in the country that give the type of training that you are giving.

Go ahead.

Mr. CAT BY. One example I can give is personal. When I was in junior high school, 16 years old, I enrolled in a drafting course. It was called mechanical drawing then.

A man stepped up in the front of the room, and he showed me a block of some type. I had to draw the front of that block. I had to learn to draw the side of it. I had to learn to draw the top of it. I had to learn to project my drawings.

By the end of the year I was fairly competent. I could draw it. I knew how to project it. I got a fairly good grade. I never did know why I was drawing it.

I didn't know that there were people who made a living drawing these pictures.

So this is what I am getting at. We have had a course called graphics, which involves a printing press. We have students who will sign up for this course, not really knowing what it is.

We need to start at a low enough level so that we can teach a little bit about each course and they can get into other fields if they want to embark on something else.

In foreign languages, if you give the kid a little Spanish, a littl French, he may decide which one he wants to get into, if he gets into anything when he gets a little bit older.

This what I am asking for now. We in Wake County have started an exploratory vocational course in the junior high school. It is in several of our schools now on a limited basis.

If you refer back to the paper that I have submitted we have three schools that we hope will be operating this next year where exploratory vocational teachers will actually transfer from school to school, and in the long run we feel this is going to be a little cheaper as far as money is concerned, to move the teachers from school to school.

I feel that this will strengthen our senior high vocational courses as much as anything when a student can enter senior high knowing what the vocational courses are all about.

My next concern—I will just touch on this a moment since it has already been talked about and the young lady did such a fine job—concerns youth club programs.

Youth club programs are vital because they present an entirely different relationship between the instructor and the student. You can reach a relationship in a club atmosphere that you just cannot attain in a classroom.

With the youth organization the student is placed in a leadership role and actually operates the organization. This role in school will really benefit that student when he gets out of school and enters into the working field.

A lack of money is hampering this program greatly.

Chairman PERKINS. You are talking about the junior high school?

Mr. CAUSBY. Junior and senior high schools. One of the problems—and she brought this out—is dues. Sometimes the dues are so far reaching that an individual student cannot get into the organization because of the money that he has to personally pay.

The last point, we can do everything that we can and regardless of what we do there are some students who are not going to make it through the public schools.

There are various circumstances that cause students to drop out of school. Some students are helped out of school. Various personal problems cause students to drop out of school, not necessarily because they are having trouble in school but because they are having trouble outside of school.

Some type of program should be devised to try and keep these students from remaining on the dropout roll. I go back to Mr. Hayes, who has mentioned the optional school. He referred to this program.

At the present time we have 36 optional schools operating in the State of North Carolina. Believe it or not, we are lucky enough to have one of those programs. We have it at the junior high school level. But the programs are offered mainly for senior-high-aged students.

It doesn't interfere with our junior high school program in the daytime because this program is offered in the evening. We have classes from 6 until 9 every evening, Monday through Friday.

When we started this program I was quite apprehensive about it. Students have dropped out of school. They don't want to come to school anymore. They have tried to find a job.

Now we are going to say, "Now, look, if you will come to school at night we will open up the place and let you come in."

How many of them are going to come?

Maybe nobody. We were quite surprised. A kid I had worked with who had trouble all the way through junior high school finally made it into senior high school and lasted a year or a year and a half and quit.

We have been in operation for about 1 year now. Nine students have already graduated and now hold a high school diploma. We have 142 students who are presently enrolled in the school.

Now we have a waiting list for this school. The only reason we have 142 in it now instead of more is because of a lack of funds. We do not have the money to employ more teachers.

We use the same building. We use the same rooms. We use the same equipment. The money we are getting now is to hire additional instructors and materials, supplies for this additional school.

It has worked. We have a long waiting list now. I don't want to get into any statistics. I didn't go back to find out how many students we lost last year at the junior and senior high schools.

We have 3,000 students in grades 7 through 12. We have just a few that drop out in grades 7 and 8. Most of them are in 10 and 11; 167 students quit school last year for some reason or other.

With this program we have gotten a lot of those students back. A lot of those students are going to successfully complete their high school diploma and have some educational background before they go out into the working field.

It is working for us and I think it would work for our whole State.

Thank you very much.

Chairman PERKINS. Our next and last witness before we interrogate the Panel is Mr. Mike Parker.

Go ahead, Mr. Parker.

[The prepared statement of Michael Parker follows:]

PREPARED STATEMENT OF D. MICHAEL PARKER, ELECTRONICS INSTRUCTOR, CARY SENIOR HIGH SCHOOL, CARY, N.C.

Mr. Chairman, members of the Subcommittee on Elementary, Secondary and Vocational Education, it is my pleasure to appear before you today to present my testimony on vocational education.

At Cary Senior High School we have ten very fine vocational programs which include four trade programs (auto mechanics, drafting, electronics and surveying), three cooperative programs (cooperative office occupations, distributive education and industrial cooperative training), business and office occupations, home economics, and agriculture.

The town of Cary has a population of around 14,000 and is the residential community of many Raleigh area and Research Triangle employees. The high school reaches out of the town and into Wake County for its 1,600 student comprehensive high school population in grades 10 through twelve.

My education and experience in vocational education is as follows:

EDUCATION

B.S. and M. Ed.—Vocational-Industrial Education at North Carolina State University.

Diploma—Color Television Servicing National Technical Schools.

FCC—Second Class Commercial Radio-telephone License.

Certified Electronic Technician—National Electronics Association.

EXPERIENCE

10 years—Service and Teaching Electronics.
5 summers—Building Trades.
2 summers—Auto mechanics.

After some discussion with my fellow vocational instructors at Cary High School, it was decided that I should address myself to five different areas of concern to us and probably concern to vocational education instructors nationally. The five areas are under the headings:

A. Maintenance of effort.
B. Administrative education.
C. Vocational Guidance.
D. Placement and follow-up.
E. Research (Action research).

A. *Maintenance of effort.*—Under this heading the primary concern seems to be in the area of rebuilding programs presently in operation. There seems to be a tendency toward adding more and newer programs because of our rapid growth, rather than maintaining programs with ten years of service.

Equipment in trade areas such as automotive, electronics, building trades, etc. will be subjected to considerable usage in the shop-laboratory conditions in the learning process. Mistakes are made by master craftsman. When students are learning to master the tools of a trade, they make mistakes too. Even though this is a part of the learning process and is justified, it shortens the life of the tool.

The estimated life of equipment and teaching systems in electronics is seven to ten years. In that time, most equipment will be in use between seven and ten thousand hours. My shop is in the ninth year of operation and the equipment is the original, purchased in the 1966–1967 school year. Maintenance on several pieces requires three to five hours per week of the instructor's time. Some of this time has to come during class when students are attempting to complete job assignments. With the cost of equipment rising and budgets remaining constant or even decreasing it is becoming increasingly difficult to maintain superiority in the quality of the learning situation. Consequently, we need more money available to replace, rebuild, and update equipment.

B. *Administrative Education.*—In the comprehensive high school, administration is generally handled by an educator with work experience in general education.

Degreed vocational instructors are required to be qualified in general education first and then the vocational component. Administrators are generally not required to have any knowledge of the world of work or vocational education. This causes considerable conflict in vocational departments. Since our school unit's implemention of the career education cluster concept—with exploration (grades 7–9) and skill development (grades 10–12)—there is justification for the teacher training institutes to include a career occupation-information course as a requirement for prospective teachers, guidance counselors and principals. My rationale for this is because occupational education is slowly moving into the mainstream of public school education in that no longer will a college degree guarantee a job. In my unit there are 7,000 students enrolled in occupational education courses, and there would be more, of course, if we had a wider variety of offerings. Business and industry is learning that seventeen and eighteen year olds can perform today without prolonging adolescense. High school students today are better informed and more sophisticated than the last generation. So our teachers, counselors, administrators and principals certification needs to be up-dated.

In Wake County for the first quarter of 1974, service occupations rose eleven percent. This is a national trend. To afford a service to the community, one must be educated in the service. The education will have to come in the form of military service schools, high school vocational programs, trade or technical post high schools, or private trade or technical schools. To impede the process of these schools is to impede the progress of meeting the needs of the nation and the economy.

C. *Vocational Guidance.*—If a student has to go through his counselor to enroll in vocational courses, he should be able to consult with a person knowledgable in the world of work and not just college scholarships. It should be a person who has worked in and demonstrated ability in an occupation (service occupation for example) other than education, a person knowledgable about occupations in the community and surrounding areas, a person who can relate to the student about his aptitudes to handle various occupational areas, and a person with knowledge about the offerings of the various schools to meet the student's occupational needs.

All too often dollars are allocated for jobs in vocational guidance to the counselor on hand because the administrator does not realize the kind of person suited for the job.

D. *Placement and follow-up.*—One very important job of the vocational counselor is the placement and follow-up of the vocational student and could possibility become the coordinator of vocational instructor placement as well.

It is almost impossible for a vocational instructor with a thirty-hour per week teaching load to handle placement and follow-up of students plus other duties tacked on by administration.

E. *Research.*—The last topic of concern is research. About every education act written will contain a section designating specified numbers of dollars for research. I venture to say that most of those research dollars do not go into the type of research that would benefit students and teachers.

If vocational education can be thought of as a product of the education industry, and the instructor the builder of the product, then the research necessary needs to be "on-going" or "action" research to help improve the product and the builder. Research in the form of a satistical analysis of student behavior, significant to the .005 level for some normative behavior which may not be normal in one week anyway, since the student maturity level changes every week with new educational experiences, is not the answer.

The kinds of research necessary in dealing with human beings is trial and error. This is really no different than research in industry. The engineer designs a product. The technician builds the first prototype. The engineer takes the prototype and redesigns it to eliminate the problem areas. Teachers can mold better prototypes when given a chance to try different methods of teaching and observing others.

In closing, I would like to thank the members of the subcommittee for inviting me to testify before you today and hope that I have contributed to the thinking of the subcommittee in terms of putting dollars where the job is being done to help improve the education of our young adults, to make them better citizens, especially self-supporting citizens.

STATEMENT OF MICHAEL PARKER, ELECTRONICS INSTRUCTOR, CARY SENIOR HIGH SCHOOL, CARY, N.C.

Mr. MICHAEL PARKER. Mr. Chairman, members of the subcommittee, my name is Michael Parker. I am an electronics instructor at Cary Senior High School. This is in Wake County schools, Cary, N.C.

The community of Cary numbers in population 14,000. It is basically a residential community for many of the Raleigh city employees and employees of the Research Triangle.

Our high school has 1,600 students in grades 10 through 12.

After some discussion with the occupational education faculty at Cary Senior High School, we identified five areas which we thought would need attention in my testimony.

I am going to concentrate on three of these, basically. They are the areas that concern us the most.

They are maintenance of effort, administrative education and vocational guidance.

We have had a tremendous growth factor in vocational education in terms of the number of programs in the State. We are now having problems maintaining the programs in terms of our trade and industrial education areas.

We have a lot of equipment. This equipment has considerable usage in the shop situation. In my paper I gave two examples of this.

I am presently spending 3 to 5 hours a week—some of this time coming during class time—maintaining equipment which has been in use in terms of 8,000 or 10,000 hours.

We need more dollars to replace, rebuild, and maintain this equipment.

Second, we want to focus attention on administrative education. I am thinking in terms here of the administrators of our comprehensive high schools which we have in North Carolina.

Most of these people have a background in general education and it causes considerable conflict in our vocational department.

I think there is a justification for teacher training institutes to include occupational information in the courses for prospective teachers, counselors, and principals in these schools.

Occupational education has moved into the mainstream of all education.

We have had an 11-percent rise in service occupations in Wake County in the first quarter of 1974. This is a national trend. Electronics is a service occupation.

If administration at the local level is to impede the progress of this education it will impede the progress of our Nation and our economy.

Finally, to focus on the area of vocational guidance, we need persons in this area knowledgeable of and with a demonstrated ability in the world of work; people who are aware of the work situation in their community; and people able to relate to students about their aptitudes in occupational education.

I will conclude here. I want to thank you for letting me contribute to this testimony.

Chairman PERKINS. Thank you very much.

I am sorry. Did I miss Mr. Willis Parker, Department of Industrial and Technical Education, North Carolina State University?

Go ahead, Mr. Parker.

[Prepared statement of Willis Parker follows:]

PREPARED STATEMENT OF WILLIS M. PARKER, INDUSTRIAL AND TECHNICAL EDUCATION FACILITY, NORTH CAROLINA STATE UNIVERSITY, RALEIGH, N.C.

INTRODUCTION

Vocational Student Organizations (VSO) have long been recognized for their contribution to the total process of preparing young people for the world of work and to be socially and economically adjusted. Recognition of the value of Vocational Student Organizations (CSOs) in vocational education programs has become more visible during the past decade with the development of new student organizations in vocational program areas that formerly had none, and with the release of reports and position papers by groups and agencies involved in promoting, supporting, and administering vocational education programs. In this statement I wish to identify some of these recent developments, relate these developments to more effective programs in vocational education, and suggest possible legislative steps which would serve to further the development of the role of Vocational Student Organizations as an integral part of vocational education. This statement is not intended to contradict testimony of others that may be presented to the Subcommittee about the needs of Vocational Student Organizations. The Vocational Student Organizations included in this statement are Future Farmers of America (FFA), Future Business Leaders of America (FBLA), Future Homemakers of America (FHA), Distributive Education Clubs of America (DECA), Vocational Industrial Clubs of America (VICA), and Office Education Association (OEA).

VOCATIONAL STUDENT ORGANIZATIONS BACKGROUND INFORMATION

The advent of Vocational Student Organizations began with the establishment of FFA in 1928, followed by FBLA in 1942, FHA in 1945, DECA in 1947, VICA in 1965, and OEA in 1966. By the 1973–74 school year the official membership of the various organizations were:

Organization	Membership	Enrollment	Percent club members
FFA	465,000	621,000	70
FHA	439,000	[1] 2,600,000	16
DECA	139,000	303,000	42
FBLA	98,000	[2] 1,600,000	8
OEA	46,654	(2)	(2)
VICA	180,000	[3] 1,250,000	12

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[1] 133,000 in programs for gainful employment, and 2,500,000 in consumer and home economics education.

[2] OEA membership only from vocational business programs, and FBLA includes general business also, with both recruiting from the same vocational student population.

[3] Includes 1,134,000 T. & I.; 38,500 technical education; and 75,600 health education students.

Of the total student enrollment in the program areas identified above, 22.2% belong to a Vocational Student Organization.

The purposes and goals of these organizations, while specific to the needs of the respective student groups, do have commonalities which can be readily identified. All VSO's strive to provide programs of activities which develop student leadership, social and economic abilities and related understanding. By participating in these activities, the student can acquire a belief in himself, an awareness of his fellowman, an appreciation for industry and thrift, a stronger vocational awareness, and an understanding of the democratic way of life and processes which affect him. Through these activities the student can gain recognition for his accomplishments, be of service to his community, state and nation, contribute to his vocation through being better prepared to adjust and become a productive worker, and relate his studies to the realities of the social, economic and work world. In these goal oriented activities are found for many vocational students the only real opportunities for acquiring the experiences and related competences that are essential to a well rounded education.

Quite often vocational students find that their time is limited and that they have little or no opportunity to participate in the elective courses which develop civic, social and economic abilities and understanding, or to become involved in co-curricular activities such as sports and band. For these students VSOs provide an alternative opportunity, not only to grow as individuals, but also to participate in activities that can make school life a meaningful experience and the vocational program involvement a desirable choice.

THE FRAMEWORK OF THE VOCATIONAL STUDENT ORGANIZATIONS

The organizational charts of most of the VSOs show a national office with elected student officers and professional staff to assist in guiding the students and administering the organization. We then find state associations which also has a slate of student officers and in most cases part-time professional staff which guides the students in their efforts and administers the organization. Finally, the base of the organizations is the local club which has its elected slate of officers and a teacher/advisor who guides the club and administers its functions. In some of the organizations there are intermediate levels serving large geographical regions, and lesser levels serving districts within the state associations. All of the organizations require the student members to pay dues which may range from $1.00 to $2.00 for national dues, to from $0.50 to $1.00 state dues, and to the amount set by the local club. (The state dues are based on dues in North Carolina and are assumed to reflect similar dues in other states.) For the dues paid various services are offered by the national offices and the state offices, with the majority of the dues going to support the respective staffs and associated administrative activities.

CONCERNS ABOUT THE FUTURE OF VOCATIONAL STUDENT ORGANIZATIONS

The following observations are made and justified on the basis of having been very active during the past four years in Vocational Student Organization activities extending from the local club to the state associations and to the national organizations. I have chaired a committee of teacher-educators working with national VICA to establish the relationship of teacher-education to the organization and its development, served on a committee of teacher-educators working with the National Coordinating Council for Vocational Student Organizations to develop recommendations to improve the organizations, and worked with most of the organizations' staffs in one capacity or another to develop, promote and improve the status of Vocational Student Organizations.

Finances.—While the dues structure reported previously is not severe on the surface, it must be remembered that many of the students enrolled in vocational education are or can be classified as disadvantaged, particularly from the economic considerations. Also, dues do not represent the total cost of belonging to the organizations. Wearing apparel, club supplies, and equipment, social events, trips, contests and resulting travel for winners who go on to compete at higher levels, and other items and activities which are essential to a successful club cost money! Fund raising activities can supply some of the resources, but time and the ability of the teacher/advisor to provide the motivation and allocate his time to club work limits many clubs in their effort to achieve the goals available to them through the organization. Recent moves support the notion that club activities should become an integral part of instruction in vocational education programs.

From evidence available, this appears to be a sound move and a desirable one so long as the purposes and goals of the organizations are not diverted from serving the needs of students to serving the needs of bureaucracy. To integrate organizational activities and vocational instruction curriculum studies need to be made, curriculum materials need to be identified and/or developed, teachers need training in appropriate methodology, and teacher-educators need assistance in developing teacher-education curriculum, curriculum materials, and methodology. Again, these efforts require financial support from sources other than from students dues.

As indicated earlier, many of the student organizations at the state level have only a part-time staff person who has to divide his time between other state department duties and the student organizational duties. The extraordinary amount of planning, coordinating, and conducting a statewide program of student organization activities of the nature required for effective clubs demands a full-time person with adequate financial support to carry out his duties without having to use monies from student dues.

Coordination.—Effectively bringing about the integration of Vocational Student Organizations and vocational instruction requires a massive amount of coordinated effort. Nearly all of the organizations have developed materials for use by their groups for such activities as those related to formerly stated goals and purposes. However, the task remains of developing the necessary resource materials for use in training teacher/advisors, in developing teacher-educators into competent trainers of club advisors, in providing construction for the VSO student. Coordination and cooperative effort such as recommended by the National Coordinating Council Task Force on Teacher Education would serve to reduce much duplicated and unnecessary work and expenses.

Recognition of Vocational Student Organizations.—Not all school administrators, public officials, school boards, business and industrial leaders, and educators are equally aware and/or convinced of the value of vocational student organizations. If VSOs are to achieve their potential as an effective component of vocational, career and occupational education programs, all persons in positions to influence their development must be made aware of the organizations value and the role they have to play in realizing the potential. It would appear that at least legislative recognition of Vocational Student Organizations would be in order, and further that financial support to promote their effective development be provided.

Professional Development in Vocational Student Organizations.—In my opinion the high percentage of vocational agriculture students belonging to FAA results directly from the professional development that has taken place in preparing Vo-ag teachers to be successful club advisors. In Vo-ag programs, many of the teachers were in similar programs in high school, attended college where club activities were still stressed, and returned to provide professional club leadership. The quality of national student leadership in FFA can serve to validate the points made. All VSOs need assistance in achieving the same or a higher degree of professional teacher/advisor development. To do this teacher education institutions need to be encouraged or required to include in the curriculum instruction designed to develop club advisor competences. To make this a reality, teacher-educators need assistance in acquiring the how-to-train knowledge and methodology, as well as identifying resource materials.

Over the weekend of March 7-10, 1975 VICA and selected T&I teacher-educators conducted a workshop in St. Louis, Mo., for other T&I teacher-educators from across the nation who felt a need for help in learning about the process of training club advisors. The workshop which was intended to serve as a pilot effort for later activities was self-supporting with the participants paying their own way. Twenty-seven states were represented; twenty-nine participated. Early reports reflect a very successful effort in terms of meaningful outcomes for the participants. Support for similar efforts is an absolute necessity, and should extend to providing the means by which these efforts can be filtered down in the states to the local club advisors through workshops, conferences and formal courses as part of the certification process.

Curriculum Development.—With the acceptance of the concept of integrating Vocational Student Organizations and the vocational instruction, teachers, administrators, state agencies and the U.S. Office of Education which is to be commended for its policy statement supporting VSOs will need new curriculum strategies, curriculum materials and methodology in order to implement the concept. Research is needed to identify and develop these needed resources. Funds should be made available which would allow these activities to precede the massive movement toward integrated VSO-vocational instruction. Also, research is needed to validate the assumed benefits that youth organizations provide through follow-up studies and qualitative analyses of changes that result in students as a result of involvement in club activities.

Legislative Considerations.—It appears that many see FFA, FHA, FBLA, VICA, OEA, DECA and similar student organizations as vehicles to put back into the educational process something which has been supposedly lost over the past few years—student motivation, student desire, student love of country, student appreciation for the work ethic, student respect for parents and teachers, among other student characteristics which we feel desirable. Certainly this great expectation warrants legislative recognition and financial assistance necessary to achieve it. However, may I flag a precaution which is felt by many to be of utmost concern by those who support legislation of this nature. The strengths of the Vocational Student Organizations rest in their being of the students, by the students, and for the students and any legislation, any finances which serve to thwart this reality may serve to do more harm than good for the youth of the nation and as well its adults.

SUGGESTIONS FOR LEGISLATIVE CONSIDERATION

The Subcommittee is respectfully requested to analyze the following points in terms of their overall relationship to vocational education in other considerations and to the extent deemed feasible recommend legislation to enable the achievement of the larger objectives.

Recognize existing, as well as future developing, vocational student organizations as integral to instructional programs in all career, occupational and vocational education.

Allow student organizations to participate in any financial support without administrative rules and regulations dictating controls which would in effect prostitute their purposes and goals.

Provide the necessary staffing at the national and state level to properly administer to the needs of the organizations.

Require state plans for vocational education to include specific plans for integrating VSO and vocational instruction and the financial provisions for implementing the plans.

Recognize the extra work burden placed on the vocational teacher who advises a club, that many of his activities take place outside the normal working hours and days, that lack of adequate funds many times dampens his enthusiasm and ability to guide the club, that much organizational work, activities and achievement programs occur during the summer months when he is not normally on the school payroll, and that the club advisor if placed on the summer payroll could devote fulltime to making the club a supervised summer learning process of particular importance to the disadvantaged who otherwise may roam the streets in search of meaningful involvement.

Recognize a national coordinating council which includes students and professionals who could serve to coordinate and cooperatively plan VSO joint activities, and provide for a similar council at the state level.

Provide for a series of national, state and local workshops and conferences to enable the development of personnel and curriculum needs.

Provide a form of grant-in-aid to students who cannot afford to pay dues and the cost of participating in the organizational activities. The support should include the cost of following competitive activity successes to their conclusion, even to the national level. Further support could be directed toward providing incentive awards to outstanding achievers and leaders.

Set national goal of one-hundred percent involvement of vocational, occupational, and career education students in the student organization for his area of interest.

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STATEMENT OF WILLIS M. PARKER, DEPARTMENT OF INDUSTRIAL AND TECHNICAL EDUCATION, NORTH CAROLINA STATE UNIVERSITY

Mr. WILLIS PARKER. Thank you, Mr. Chairman, and committee, for the opportunity to appear. As providence would have it it seems that no matter what the agenda I always wind up on the end.

I am Willis Parker, North Carolina State University, on the faculty of the industrial and technical education curriculum.

There seems to be providence in my coming at the end of the agenda because everyone has had an opportunity to say what I would have said.

I think Miss Juren said much better what I would have said to the committee had I been in the proper order.

I do think there are some things she said that need reemphasizing and given more emphasis in the hearing than I would have given earlier.

The concern I have is that of the numbers of students enrolled in vocational student organizations represent 22 percent of the students eligible for membership. That represents about 1 out of 5 students who are eligible for membership are actually involved in it.

I think Miss Juren represents what is a good example of what vocational student involvement in organizations can do for a young person.

I am fortunate in the last 3 or 4 years to be very actively involved. I have done work at the State and National level as well as the local level at North Carolina State University. I benefited much myself from this involvement.

At the same time I have seen things in student organizations which I feel are very important and need consideration in any legislative changes or additions that might be made.

For instance recognition of the student organizations. We have six fine student organizations that are recognized in the policy statement by the U.S. Office of Education.

I would like the recognition to extend also to include developing organizations, for instance, those that might be developing at the junior high level and would involve them in their special area of interest later.

We need to develop leadership in the vocational student organizations and to help our teacher educators become prepared to help these advisers in the development of curriculum materials to go along with this preparation.

As well, there is a need to make vocational student activities a part of the vocational curriculum.

I see vocational student organizations are providing an element that the vocational program needs to become what it could be and is developing toward, making the program more acceptable to industry by making the students not only work competent but also socially and economically competent to fit into the organization.

When we stop and think about the tremendous support that has been given to, say, the Future Farmers of America since their beginning and see that they involve 70 percent whereas in some of our organizations we involve only 8 percent of the students, I think you can begin to see where a little bit of Federal support and parental concern and care go a long way in promoting what we feel to be a very vital element in vocational education.

Again, members of the committee, I do appreciate the opportunity to appear.

I look forward to seeing some results from the vocational student organizations.

Chairman PERKINS. Let me ask Mr. Whitehurst some questions.

You mentioned your experience that 15 percent of the Federal funds must be used under present law for disadvantaged students and also your experience with the work-study program.

Could you tell us whether you agree with the disadvantaged requirements in the work-study programs as we have them in the present law should be continued?

Mr. WHITEHURST. On the work-study, very definitely so. We are in some very deprived areas. The work-study has kept a lot of kids in school.

On the disadvantaged, 15 percent requirement, when this came out, we were hurt, Congressman, because we didn't get additional dollars. We had to serve a unique target group by the guidelines handed down by the USOE with the same budget of the previous year. We thought we were serving the target group fairly, adequately, but we were not in compliance with the restricted guidelines.

Without additional dollars it was hard to follow the guidelines.

I think Congress was wise, however, in earmarking the funds because we are serving this target group maybe more and better than we would have otherwise.

Chairman **Perkins**. So you feel the 15-percent set-aside should be continued?

Mr. **Whitehurst**. With an increase in funds, yes, sir, because that is our biggest problem, Congressman, is additional resources.

Chairman **Perkins**. You mentioned, Dr. Clary, in your prepared statement the need to set quality standards for vocational programs in the Federal legislation.

How would you do this? Give us an example of how you would do this.

Dr. **Clary**. Mr. Congressman, my intent in this statement was to suggest that the regulations requiring the State agency in terms of preparation of its plan to address itself both to quality and quantity in terms of its overall State plan.

Chairman **Perkins**. We always thought the plan should come from the States. But if we are wrong we would like your guidance here.

Programs in the Federal legislation, do you mean now that they should just be guidelines? How would you do this? Give us an example?

Dr. **Clary**. My reference is to requiring that the State plans address themselves to this.

The State ought to set its own quality standards. But these quality standards ought to be reflected in its State plans. That is the kind of reference I was trying to make, sir.

Chairman **Perkins**. Mr. Hayes, you mentioned in your testimony the optional extended day program in North Carolina for students who don't do well in the regular school program.

Would you tell us more about that program?

Mr. **Hayes**. Our optional school program in North Carolina was really born of necessity. Students were dismissed, expelled from school for various and sundry reasons.

We had to address the question as to whether or not the school had failed or whether the student had failed. The teachers, the administrators, felt that the school could come back with a second chance and give these students a second chance to come back to school.

Lieutenant Governor Hunt visited the school in Wilmington. He put one question to one student which pretty well sums it up.

He asked, "Son, why are you attending this school?"

He answered, "Mister, it is very simple. My father has terminal illness. There are six in the family. My mother can't make enough money to keep the family alive. I had to get a job and go to work. I am now able to work, help feed the family, return to school and get a diploma."

Another student was asked why he was there. He said, "I had to drop out of school because I had to go to work. I was dismissed from the family. I had to feed myself."

We asked him what he was doing.

He said, "I am painting."

"How much money are you making?"

He is making $250 a week painting and able to go to school and able to live. "I am a productive citizen."

So our schools were born of necessity to try to keep the students off the street. It gave them a second chance. They go back to school and get a diploma.

Chairman **Perkins**. Mr. Quie?

Mr. **Quie**. I would like to let Mr. Goodling ask the questions.

Chairman **Perkins**. Go ahead, Mr. Goodling.

Mr. **Goodling**. First of all, I compliment the Chairman. You are improving tremendously in your choice of witnesses. I hope you will have some more surprises like this Miss Juren up your sleeve. It is always nice to have refreshing testimony.

I would make one comment in regard to your testimony, Miss Juren. I always noticed that if you had your club program after school and provided transportation you got those people attending who were truly interested.

I am not sure how far we should go in paying the dues et cetera. I think we should provide a way for them to have responsibility in this whole matter and I am not sure that just giving it to them would be the type of stimulus they should have to really do a good part in your program.

You mentioned the HERO group. You had the wrong words. We have one of those groups up here on the Hill. It is entitled "Help Elect Republican Officials."

Mr. Whitehurst, as you can see, up here we need all the help we can get. In the past, administrators had eliminated money for construction.

Have you been able to do anything along the lines of securing facilities from businesses or any help from businesses in trying to provide the necessary room space, facilities and so on?

Mr. **Whitehurst**. Yes, sir. This has been a particularly useful aspect of our extended day program. We have many of these evening programs operated in shops that are used during the day for commercial purposes.

In areas like this we have had much help through our advisory committees, getting equipment and materials, consumable materials such as lumber and so forth from some local industry that was interested in our program.

Yes, we have tapped that resource perhaps though not to the extent that we really should have.

That was a good question.

Mr. **Goodling**. Thank you.

Dr. Clary, you talk about input from citizens. Could I hear a little on what that was, what the results were, what they wanted, what they suggested?

Dr. **Clary**. We have been doing this as part of our State advisory council program for vocational education for about 5 years now.

This past year we had about 2,500 citizens involved. Our citizens were saying such things as, "We need more occupational education opportunities for our youngsters in the public schools."

In a local school perhaps they have only one vocational area offered, in other cases two or three.

We feel we need more opportunities for our students to make a choice of programs that are offered.

We feel we need more and better guidance for the youngsters in terms of making an appropriate choice.

We need more opportunities in terms of the occupational exploration type programs.

We feel we need more articulation and cooperation between our secondary schools and our technical institutes in the State.

We feel we need more information about programs for citizens in our community so they can better understand the kinds of opportunities that we have for the citizens.

Our advisory council took these suggestions from the citizens of the State and prepared recommendations for our State board of education, which Mr. Hayes represents, for consideration by the State board of education in its policy statements and also in terms of State planning.

We think the involvement of lay citizens has been exciting in our State over the past few years.

Mr. GOODLING. I understood from a woman yesterday about the advisory councils that perhaps they weren't having enough of an opportunity to participate.

How do you make up your advisory committee?

Dr. CLARY. Our advisory council in North Carolina is made up of 12 citizens of the State. They represent various categories. Most of our advisory council members are lay citizens. It is made up of men and women, white and black.

We have some professional educators on the council. The council is representative of the geographic locations in our State.

Our current council members have taken a very special role in terms of trying not only to represent themselves but also to find out what other lay citizens in the local administrative units are thinking and the teachers and the students and so forth.

Mr. GOODLING. One last question for anyone out there.

When I was in administration, one of the problems seemed to be that for the special youngster, for the youngster who was not very talented, in setting up the work-study programs we ran into a problem in relationship to what the employer had to pay this youngster. It seemed to dampen our program when they realized it was going to be more training than it was going to be any active or worthwhile production for them.

Have you run into that problem with the guidelines for these special youngsters in the work-study program?

Did that help to dampen your program for the special youngster?

Mr. WHITEHURST. No, sir, I don't think so. I haven't heard any reports of this nature in North Carolina.

Mr. GOODLING. In other words, you could have placed more youngsters if the employer didn't have to pay as much as he had to for these special youngsters?

Mr. WHITEHURST. Right.

Mr. GOODLING. Thank you.

Chairman PERKINS. I am going to waive the rule.

It is kind of an unwritten rule that when a member of the subcommittee brings in witnesses from his own State he interrogates first.

Mr. Andrews, you did a wonderful job in bringing these witnesses in.

Mr. ANDREWS. More fortunate than anything else, Mr. Chairman.

I don't want to infringe upon the time of the others here. I can talk with these people anytime.

Let me, though, ask about the dues. Mr. Goodling asked about the dues. How much are the dues? Or do they vary from place to place? Would you answer that either specifically or generally?

Miss Juren. Each of the organizations sets its own dues. Our organization dues are not the same amount as FFA or DECA. Each organization sets its dues nationally according to what they think they can operate on through that year.

This year FHA is going to have to raise its dues, which already is causing some people not to be able to pay. They range from $2 to $1 among the States. Even though this doesn't seem like an awful lot of money to me, to someone that is eating on the free lunch program and doesn't have an allowance every week, they may not be able to be a member of the club.

Mr. Andrews. Let me reveal my total lack. Approximately are we talking about $20 or $300 a year or what?

Miss Juren. Membership dues?

Mr. Andrews. Yes.

Miss Juren. About $1 or $2 a year for each person to join.

Mr. Andrews. I see.

Miss Juren. The alumni groups and the postsecondary groups have it higher, like $6.50 or maybe $10 a year for FFA.

Mr. Andrews. You asked, if I understood it, that money be included in the bill we are presently considering to pay these dues. How would it be possible for the Congress to arrive at some figure that really is apparently being determined by the national organizations of the various student groups?

How could we relate to what they want to cause us to pay them?

Miss Juren. That is a mind-tickling question. I really hadn't thought about that question. I think more than likely it should be appropriated to the States and then at the State level the State advisers could take that money and divide it among those that they think need it most.

I don't think there should be a different limit for different States. I think it should definitely be divided equally.

Mr. Andrews. You mentioned the GAO report. I am not familiar with that either. Apparently they were critical of the student organizations or at least some of them. What was that report? Can you give me a copy or get me a copy?

Miss Juren. Yes, sir; I will certainly get you a copy and send it to you.

The GAO report that I read was very critical of vocational education completely. It also said that vocational training was educating its youth for jobs that did not exist and it used home economics as an example, which touched me. It kind of set me on fire since I am a national secretary of Future Homemakers.

It used home economics as an example of a course that wasn't related to future employment. It didn't elaborate in any way. It just made that one statement.

Anyone, like Congressmen, might be turned off if they don't know that Future Homemakers is an all-over organization because each one of you is a homemaker. Look at the job that you are holding.

I don't think it named any of the other vocational groups except they said it did develop men and women for fields in agriculture.

Mr. Andrews. I haven't read that report, as I already indicated. But of course I have heard, we all have, criticism of vocational education. You hear criticism of anything that is this large and involves this many people and so forth.

The one we hear perhaps more than any other is the criticism that vocational education tends not only to attempt to train people for jobs that, as you say, don't exist but perhaps are relatively low-paying jobs or jobs that do not adequately challenge the potential of the student, too much carpentry and masonry and not enough electronics and data processing and not keeping up.

Would you or someone comment on that, particularly as it relates to North Carolina? Is your curriculum keeping up, in your opinion? What do you base it on in terms of keeping up with the needs in industry and the capability of the student?

Mr. WHITEHURST. Mr. Andrews, within the limited resources that we have to operate, I think we have challenged our local units in developing local plans for occupational education to do several things.

One is to study the job market in their immediate and surrounding geographic area and, yes, even State and nationwide in terms of determining what skill and training should be offered at that school.

That is one of my jobs. I check to see that their curriculum is in tune with the job opportunities. And, as the act says, "student aspirations."

So we have student aspirations on the one hand and the job opportunities on the other. From these two we develop a plan. Certainly in North Carolina we are pretty much on target because we stress these two factors.

My colleague, Mr. Causby, mentioned a while ago the exploration program at the junior high level. This helps.

We are not as comprehensive, Congressman, as we would like to be in meeting all the needs of all the youngsters. Until we have a fairly comprehensive program we can't meet all of these needs.

Some people say we are training for low-skill jobs. Well, there are jobs there. We have different ability-level people. A youngster who has an ability beyond the level at which he is training will move on, we hope, to a postsecondary institution to a 2-year technical program.

So, yes, we are OK, I think.

I would think that would work better in the postsecondary for two reasons. One is you are more likely to get the students moving on there who have the initiative and aptitude. But not only that. I don't see how you could offer in Goldsboro, or the places where the students physically are, courses that are more highly technical and attract a smaller number.

Obviously we don't need to train a lot of people in North Carolina in data processing, for example, although I guess the number is growing. But I guess in the postsecondary you can concentrate and you can bring the students from all over the State and you don't need to repeat that everywhere, in Garner and Silas City and everywhere. You wouldn't have enough students in the first place or enough need for the students. You can't do that very well in the junior and high schools because you have to deal with the students that are physically located in your immediate school area.

Mr. ANDREWS. I think your program also answers another criticism of vocational education made by some and that is that the student is too confined in his overall comprehension whereas in exploratory periods we give that student an opportunity to make a decision when he or she reaches the ninth grade. But also that person will have a much broader comprehension of the skills per se.

I wish I had had that kind of an opportunity. I might add that I might be applying down there for your next school. If I get about two more speeding tickets I am going to have to go to a driver training school to get off some points. So I may be applying for admission down there.

Thank you, Mr. Chairman.

I won't impose on you further.

Chairman PERKINS. Thank you.

Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

First I would like to ask Mr. Hayes about the Federal money that you receive. What is the total of Federal money?

Mr. WHITEHURST. You mean on the secondary, postsecondary or——

Mr. QUIE. No; vocational education money.

Mr. WHITEHURST. Approximately $15 million.

Mr. QUIE. $15 million. How much of that is going to the school districts and how much do you retain at the State?

Mr. WHITEHURST. It all goes out into the districts.

Mr. QUIE. All $15 million goes out. That means that 100 percent of your administrative costs come from State money.

Mr. WHITEHURST. Yes, sir.

Mr. QUIE. You are just the opposite of California where 100 percent of their administrative money comes from Federal.

The amendments we have prohibit over a certain percentage of the Federal money being retained by the State for administration.

Mr. WHITEHURST. Mr. Quie, we match 5 to 1 now. Five State dollars to one Federal.

Mr. QUIE. That is five State and local dollars?

Mr. WHITEHURST. Five State.

Mr. QUIE. Five State. You finance most of your education in the State of North Carolina anyway; don't you?

Mr. WHITEHURST. Yes, sir.

Mr. QUIE. What percentage of your total elementary and secondary comes from the State?

Mr. WHITEHURST. I would think about 60-some percent, roughly.

Mr. QUIE. Sixty-some percent.

You mentioned on page 10 the program you have for outside the regular school structure for students, how it fits into their needs.

How widespread is that availability for students throughout the State?

Mr. WHITEHURST. Is that the expanded day program you refer to?

Mr. QUIE. That is right.

Mr. WHITEHURST. We have some 30 schools throughout the State. We began this program a year ago, this past January, January of 1974. We offered 24 programs this past year; 38 of the 149 administrative units in our State have them. We have several on the drawing board that will begin hopefully next year, because there are dropouts out there, ages 16 to 18, that aren't being served.

Although this training is expensive it is not as expensive as the alternative, which is crime, delinquency, et cetera.

One unique feature of this program, Mr. Perkins, that hasn't been brought out is that we handle this program a little bit differently. We don't teach "Macbeth" per se. We don't teach diagraming sentences. We don't approach English that way. We don't approach math the conventional way. We approach it from a practical, realistic standpoint. We approach it from a relevant standpoint that makes some sense to the student in terms of what his needs are; we zero in on the individual as well as his occupation.

We found that youngsters find this refreshing in terms of our approach to them. That has really been the secret to this night program.

Mr. QUIE. I didn't quite get that; 38?

Mr. WHITEHURST. Thirty-eight night programs.

Mr. QUIE. How many schools is that? School districts?

Mr. WHITEHURST. This would be in 38 different school districts.

Mr. QUIE. What percentage of the students in the State can be assisted in those 38 school districts?

Mr. WHITEHURST. I wouldn't know how to guess on that one.

Mr. QUIE. How many school districts do you plan to have the extended day program?

Mr. WHITEHURST. Our plans for next year are just coming in. I don't know that. But in my district alone I operate one of the eight districts in North Carolina. Over half of the units in my district are planning or have already started a program.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

I would like to take the opportunity to commend the State of North Carolina, particularly North Carolina State University, for its continuing and abiding activity in the field of vocational education.

It is one of the leading States in the Nation in the field of vocational education. North Carolina State University is of course on the leading edge of that. So that really puts you ahead.

Your member on this committee, Mr. Andrews, has been very helpful and has been a constant champion of vocational education.

I have questions in three categories.

First, Dr. Coster, I was particularly struck by your testimony and the testimony of every witness at the table about the importance of teacher education, administrator education.

I am glad to see the young people who are presently involved at your university.

I felt for a long time that until the infrastructure of the education community was infiltrated by administrators with some vocational technical education background we were not really going to make vast differences in the educational machinery.

Education is being administered today largely by academicians still. I feel the importance of EPDA, particularly in the field of training administrators.

Would you like to comment on my concern about this, Dr. Coster?

Dr. COSTER. Mr. Meeds, I think the concern you have is still a great concern. We are trying to integrate what is still a real problem throughout the country.

Mr. MEEDS. I think you would agree with me, Dr. Coster, that the training of vocational educators and administrators at the local level and at the higher levels is probably one of the most important aspects of our whole effort in the field of vocational education; would you not?

Dr. COSTER. I think it is a most important area. That is why we moved into it at North Carolina State.

Mr. MEEDS. If it is not the most, it is certainly one of the most important areas.

Yet are you aware that the administration has proposed doing away with this funding entirely?

Dr. COSTER. You mean the EPDA?

Mr. MEEDS. For vocational education. EPDA. The President's budget this year calls for a great big goose egg.

Are you aware of that?

Dr. COSTER. I am very much aware of this. I have been working with the staff on EPDA for 5 years now. At the present time we are working on an evaluation of impact of the section 553 program, part F. So I am aware.

Mr. MEEDS. Are you aware that the administration is asking for a complete doing away with one of the most important aspects of the entire field of vocational education?

Dr. COSTER. I think of all the fields I have been connected with in the past 15–20 years or longer than that, this program is one that has had a definite impact.

I think it has had a lasting impact. I think I can document from various States I have visited where impact has been made and it would not have been possible without the 553 program and 552.

Mr. MEEDS. My next question also goes to vocational educators. We had some rather graphic testimony yesterday about sex stereotyping and sex discrimination in vocational education.

There were illustrations of how there were no men in some courses which were generally considered to be for women and really no women in courses which were generally considered to be for men.

What is North Carolina State University—and whoever wants this hot potato may answer it—attempting to do to change the stratification and stereotyping which clearly is occurring in the field of vocational education?

You must be the lowest man on the totem pole.

Dr. CLARY. That is exactly right. I have been at North Carolina State in teacher education exactly 2 months now. So I am the lowest man.

Mr. Congressman, I would like to speak to the vocational agriculture program, which has been considered over the years a program for boys and men.

In North Carolina, agriculture programs have been opened up to women without discrimination, we think. In terms of some of the specialty types of programs being developed which particularly involve boys and girls, we are to the point where approximately 10 percent of our students enrolled in vocational agriculture in secondary schools are girls at this point.

We have in our teacher preparation program women as well as men who are going to become teachers of vocational agriculture.

Mr. MEEDS. Yes. Of course we both realize that just opening up programs isn't going to be sufficient. What are you doing in terms of outreach?

Are you doing anything to prepare your students who later become vocational educators and administrators to try to get them to open up these programs when they go out?

Is there any kind of outreach going on at the State university which will begin to end this discrimination and the stereotyping which is again clearly taking place?

This is where it has to start. It has to start with you people.

Mr. CAUSBY. Mr. Congressman, I won't answer that. But I would like to say that at the junior high level I am telling all the young men today they had certainly better learn to sew and cook.

Mr. MEEDS. That is very good advice, very good advice.

Dr. COSTER. We intend to have an occupational analysis program in terms of what the requirements are as far as sex. Hopefully this will result in job reorientation. This is one of the things, Mr. Meeds, that I addressed in my testimony.

One of the things that we need is to eliminate the sex bias. The students are being asked to work harder on the question of needs analysis in terms of trying to determine what the needs of people are.

Mr. MEEDS. Mr. Chairman, I would like permission to have these people respond in writing as to what they feel as vocational educators the State universities and schools of vocational education can do to help us break down the barriers of the stereotyping which has occurred.

Chairman PERKINS. All right, without objection.

Mr. MEEDS. It doesn't have to be too elaborate. But give me some idea of what you think can be done at your level.

Chairman PERKINS. Would you send a letter for the record and a copy of it to Mr. Meeds in response to his question, gentlemen?

Dr. COSTER. Yes, sir.

[Information requested follows:]

NORTH CAROLINA STATE UNIVERSITY,
June 13, 1975.

HON. CARL D. PERKINS,
Chairman, Committee on Education and Labor, Subcommittee on Elementary, Secondary, and Vocational Education, House of Representatives, Washington, D.C.

DEAR MR. PERKINS: During the "Hearing on Career, Vocational, and Occupational Education" before the the Subcommittee on Elementary, Secondary and Vocational Education several weks ago, Mr. Meeds raised the following question and requested me to respond a little later in writing:

"What do you recommend that the State Universities and Schools of Education do to eliminate sex stereotypes in the Vocational Education areas?"

My thoughts are attached.

Thank you very much.

Sincerely,

JOE R. CLARY,
Coordinator.

Attachment.

NEED FOR FEDERAL FUNDS TO SUPPORT TEACHER EDUCATION IN VOCATIONAL EDUCATION IN THE UNIVERSITIES

The Smith-Hughes Act of 1917 contained the following key points relating to teacher education:

(1) Provided an appropriation for cooperating with preparation of teachers of agricultural, trade, industrial and home economics subjects;

(2) Required the State Boards in each State to provide in its plan for the training of teachers, supervisors, and directors;

(3) Specified that the training must be given in schools or classes under public supervision or control; and

(4) Specified the types of persons eligible to receive such training.

The programs and cooperative efforts between State agencies and universities as a result of such funding was good and continues that way in many States to the present time.

However, fewer and fewer States are using Federal vocational education dollars to continue this support through State Boards of Education. It is my belief that such support and encouragement is still needed—perhaps much more than ever before—for the following five reasons:

(1) A high percentage of teachers in some program areas (particularly in Trade and Industrial Education) are recruited directly from the trade, business, or industry to go directly into teaching. It is essential that assistance with teaching skills be provided as rapidly as possible.

(2) Technical competence in teaching occupational skills is essential if the programs are to continue to meet both the needs of the student(s) as well as the work-world. Teacher educators assist in identifying these changing skills and in arranging for technical subject matter to keep them updated.

(3) Teacher education functions essential to occupational education include: recruitment, teaching, research, curriculum development, placement and follow-up, and in-service training of employed teachers.

(4) It is essential that state level administration of occupational education programs, local school unit administration and teaching, and the pre-service and in-service training of teachers be closely coordinated.

(5) Teacher surpluses have never applied to most areas of occupational education. Therefore, recruitment of potential teachers for pre-service education is essential.

The teacher education functions and activities either spelled out or implied in the above reasons are expensive functions and activities and are beyond the traditional regular university functions and do not lend themselves to the normal faculty-student ratio type of formulas.

Thus, direct Federal funding is essential to assuring these functions and activities.

NORTH CAROLINA STATE UNIVERSITY,
SCHOOL OF EDUCATION,
INDUSTRIAL & TECHNICAL EDUCATION,
Raleigh, N.C.

Reference: House Sub-committee on Vocational, Occupational and Career Education Hearing on March 18, 1975—Congressman Carl Perkins, Chairman.

Question: (By—Congressman Lloyd Meeds, State of Washington—Paraphrased.) "In view of previous testimony before the Sub-committee concerning sex-bias in education, what can Universities and Colleges of Vocational Education do to break down stratification and stereotyping in vocational, occupational and career education?"

Response: By Willis M. Parker

I do not profess to be an expert in the field that this question involves, and the comments that will be made here are based on observations, some knowledge of actual circumstances, and personal feelings and philosophy.

I am totally in sympathy with the plight of women and their efforts to attain full recognition as a Human Being with self-determination and freedom of action. I oppose any cultural, social, or legal parameters which prevent females from realizing their fullest potential, given the personal incentive to do so. Likewise, I am totally opposed to any forced determination of life decisions for Others, in that I believe the opportunities and the Real bases for making proper decisions should be made available to male and female alike, then each individual should make their own decision based on natural inclination. Drastic results can emerge from a blind effort to achieve homogeneity out of a hetrogeneous mixture. Yet, I realize that sometimes the only Real way to get off dead-center is to precipitate an over-reaction. It is my sincere hope that the "so-called" women's lib movement doesn't force legislative action which can result in a loss of civil rights. It is my feeling that much progress is being made, as women in general become more aware of themselves, and that indirect means would be more effective. While I don't have any supported recommendations, I would submit some considerations.

CONSIDERATIONS

1. Begin developing an understanding in the cadre of vocational and occupational teachers through support of teacher education efforts in "philosophy", a much neglected phase of vocational teacher development; support of the same effort in terms of guidance service personnel (Career Guidance) training; and in-service work with teachers. By helping our educational staff become competent to deal with the problems associated with sex-biasing and stereotyping, we can do more effective good in the long haul than can ever be accomplished by "percentages". Put more support into teacher education, guidance counselor training, and in-service training of teachers and counselors now on the job, as well as administrators and supervisors of these people.

2. Authorize and support an organized effort to use the Media to Sell the Equality of sexes and the opportunities that are open to them through case histories. (An example of how effective the use of the Media can be is seen in the patterns of enrollment in college programs as the economy and social conditions change.)

3. Authorize and support the respective states to establish a full time staff position, such as the one in the Division of Occupational Education in North Carolina, which has the responsibility of overseeing a statewide program of Reeducation and Enlightenment. A person with appropriate background could do much to effect a change in attitudes and related understandings.

4. Finally, the Congress could put some teeth into its long time recognition of the need for adequate counseling staff by providing some monies to HIRE additional people! It appears that too few states have the fiscal fortitude to divert scarce educational dollars for this purpose.

5. Another avenue which might be considered is Vocational Student Organizations, the topic of my initial testimony. The social and cultural enculturation opportunities that these organizations offer make them certainly worth considering as a part of any effort to break-down the barriers related to stereotyping and stratification by sex. The intermingling that takes place tends to stimulate understanding and acceptance.

Respectfully submitted,

WILLIS M. PARKER.

Mr. HAYES. Mr. Chairman, I would like to respond in part measure to Mr. Meeds' question in reference to sex discrimination.

The State board of education has gone on record in vocational programs and have established a staff position in the vocational department to speak specifically to sex discrimination in the vocational programs in our public schools.

Workshops and conferences, have been held throughout the State in which they are speaking to this very problem. We are seeing a great many of our classes in the vocational areas that are now having mixed sexes in them. "Girls" classes have a great many boys. "Boys" classes have a great many girls. The auto mechanics have girls in them.

Mr. MEEDS. Very good.

Mr. HAYES. It is moving into the public schools because of impetus from the State board of education.

Mr. MEEDS. Thanks very much.

Chairman PERKINS. Mr. Risenhoover?

Mr. RISENHOOVER. I don't have any questions, Mr. Chairman. I just want to make an observation and I will yield the rest of my time to Mr. Meeds to continue his questioning.

I would just like to observe to you folks how we had difficulties with the administration in the cause of education all the way across the board.

I would like to recruit your help for our HERO club, "Help Eliminate Republican Officials."

Mr. MEEDS. "Thank you" to the gentleman for yielding. I would say we had a rather successful year last year.

One final question. Denise, I would like to commend you for your testimony and your dedication in the youth organizations.

As a national advisory member of DECA I am particularly concerned about the youth organizations. In your testimony you said that the organizations ought to be named.

Did you mean to imply that they, the six existing organizations, ought to be the only ones?

Miss **Juren**. Our national council meeting in February, all 15 of our national officers from across the United States were in attendance.

Before we came up to the Hill to talk to our Congressmen we talked about this. We felt that since the vocational student organizations have been in operation, not all of them, since 1928 and the only ones that have been mentioned by name in a vocational bill are Future Farmers of America, who have received Federal support, we thought it was important that since we have worked since 1928 to become nationally recognized and to the point where we are today, that we ought to be mentioned by name in the vocational education bill.

These are the only six organizations that are nationally recognized and we feel they should be mentioned by name.

The idea is that if these organizations, other ones, become nationally recognized, they could be added onto this.

Mr. **Meeds**. I think maybe we are saying the same thing.

Would you like such language as the following?

"The following named clubs"—and name the six—"but not limited to." Otherwise you are doing what we politicians have often been accused of doing: getting your own pet project in.

Clearly we have in the youth field in vocational education other clubs that could be formed in specific areas, for instance in the health education field, in which vocational education has a vast potential. There is no youth organization there. They might want one in the future.

So I hope you are not saying that we ought to limit this to the six existing organizations.

Thank you very much.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Andrews?

Mr. **Andrews**. Mr. Chairman, this is perhaps off the subject. But a lady from Raleigh told me over the weekend about Mr. Smith and his son Robert who were driving into town and they had an automobile accident and Mr. Smith was killed and Robert was severely injured and carried to the hospital.

It was determined that surgery was required. So they sent for the surgeon.

The surgeon came and looked at Robert and said, "I can't operate on him. That is my son."

So how can that be? I thought and then I said, "Well, I don't know."

"Is it an in-law?"

They say, "No; no in-law is involved."

I said, "I give up. I don't understand how it can be."

Mr. **Meeds**. Sex discrimination.

Mr. **Andrews**. I find myself guilty of what you are referring to, innocently. But nevertheless, I plead guilty. I guess most of us are and I guess that is why we didn't get more specific answers.

I think the problem is not so much law as it is a matter of innateness within all of us. I think general education will have to overcome that more than specifics.

But nevertheless I look forward to a copy of whatever letter you might send. If you can answer that one, you will do better than I did.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

I will get back to my questions I had before.

What I am interested in is what percentage of the students have an extended day program available to them?

What percentage will you be serving when your full-blown program is put into operation?

That is really what I am interested in. Perhaps you could submit that for the record.

If you do, would you also send me a copy, individually?

Sometimes I have trouble getting it from the record.

Mr. HAYES. Mr. Quie, I understand you are talking about the target group of students in the optional schools?

Mr. QUIE. That is right.

Mr. HAYES. We in North Carolina have a relatively high dropout rate in our public school systems.

Mr. QUIE. I noticed that in the testimony.

Mr. HAYES. On page 4 you will see that we have a statistical report. About 31½ percent of students in high school are dropping out. That is 21,700 students, I think my figures are correct, dropping out of the high school programs in the State of North Carolina.

We inaugurated this program to try to stop some of the dropouts in this program. So we would have a target group of about 20,000-plus students in the initial year.

We have moved ahead rapidly on this program. This year we have increased it about 50 percent. The legislature last year, seeing this program in operation, give us $5 million to expand occupational education in our middle-grade schools but also to expand this program in the optional schools.

We have spent about a million dollars of that money in expanding this year.

We expect favorable action on the budget, $\$2\frac{2}{10}$ million of State funds to go into this program, which we anticipate would bring in about 2,600 additional students.

So if we can meet our target group we could possibly have between 4,000 and 5,000 students in optional schools throughout the State of North Carolina by the end of the next school year. That would be 15 percent or more of our potential dropouts that we have in our school system.

Mr. QUIE. You are equating 21,000 as the dropouts in one year?

Mr. HAYES. In one year; 10th, 11th and 12th grades.

Mr. QUIE. Those who avail themselves of the optional day program are not necessarily those who dropped out that year but cover——

Mr. HAYES. It could cover a year back or 2 years back. But if they are beyond age 18 the community college system is geared to pick them up and give them either a general education diploma or carry them to other vocational programs they may be interested in.

Mr. Quie. 16-, 17-, and 18-year-olds.

Mr. Hayes. Yes, sir.

Mr. Quie. Are some of those ones who are anticipating dropping out rather than those who have actually dropped out?

Mr. Hayes. Yes, that is true. They are students who for various reasons are behind in their class. If they see it is impossible for them to catch up and make progress in their regular class this year they can drop out, go to the night school, come back in next year and participate in the regular school program in the regular class.

Or these students are behind in our regular classes, one or two classes, in their junior year. They can go to night school and make up this deficiency that they have in the regular year and go on and continue in their own classes and not have to repeat the year that they would otherwise have to repeat in public school.

Mr. Quie. In the rural areas I would imagine it would not be possible to have a program like this within commuting distance of anybody? Or do you have some within commuting distance?

Mr. Hayes. In Samson County, in Mr. Whitehurst's area, they just asked for a program for this county. I had misgivings about it. I told them, "if you can make it succeed in your county it will succeed anywhere in the State of North Carolina."

I went to his country and talked to his people, talked to the advisory committee, the school superintendent and the school principal and the school board.

They have one of the most successful programs in the State of North Carolina. It is predominantly rural area and it is looking good.

Mr. Quie. From how far an area do they draw students?

Mr. Hayes. I imagine they bring some in 15, 20 miles or more.

Mr. Quie. They drive themselves?

Mr. Hayes. They drive themselves.

Mr. Quie. Does the State reimburse them for transportation?

Mr. Hayes. No, sir, it is on their own. That is one thing the State board is looking into, can we not find some way to provide transportation for these students beyond the regular school day. I am hoping that we can do something of that nature.

Mr. Quie. Let me commend you for an excellent program. It sounds to me like an outstanding program for the students who are really in the greatest need, who have dropped out of the secondary school.

Mr. Hayes. Thank you. It helps our dropouts to get a productive job and get a high school diploma and go to work at the same time.

Mr Andrews. Samson County is traditionally the most Republican county in North Carolina.

Mr. Quie. If it works there, it will work anywhere.

I heard about the fellow in North Carolina who became a Republican. They asked him, "How come?" He said he had learned how to read.

Let me ask you about evaluation and the responsibilities of the law that is given to student advisory committees, to what extent has your evaluating committee evaluated programs?

Dr. Clary. Mr. Quie, I formally worked with the State Advisory Council of North Carolina. I have been quite close to them over the past 5 years.

Our citizens advisory council, which is made up of citizens who have full-time responsibilities in other places, is made up of such dedicated citizens that they give from 12 to 20 days of their own time each year.

In terms of evaluating it is a matter of advising the State board on the State plans but they also get out into the schools and observe the instruction that is going on, talk with the students, get into the businesses and industry and talk to the people who are advising the students and make their basic evaluation in that way.

In addition they have contracted for some specific evaluation studies in terms of the status of programs in the State and so forth.

But the evaluation I am personally excited about is the individual council members getting personally involved in some firsthand evaluations in terms of working with citizens of the State.

Mr. QUIE. How does that personal evaluation get transmitted to the State Board of Vocational Education or the director?

Dr. CLARY. The personal evaluation from each of these members comes at the regular sessions of the advisory council. Sometimes both in written and in oral form. This is compared with the kinds of findings of the other council members. This sometimes leads to additional questions and studies in local communities and so forth from the advisory council members themselves.

It also gets involved with what we call our annual forums for occupational education where we try to get citizens involved and the advisory council accepts recommendations put to them.

It makes such recommendations to the Board of which Mr. Hayes here is a member, which studies the recommendations. Then the State board determines its activities in terms of policies and so forth in terms of responding to the advisory council's recommendations.

Our council has felt quite good about the State board's actions in response to its recommendations.

Mr. QUIE. Could we have a copy of the State board's actions in response to its recommendations so we can see?

Dr. CLARY. Yes, sir.

[The information requested follows:]

NORTH CAROLINA STATE UNIVERSITY,
June 13, 1975.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, Subcommittee on Elementary, Secondary, and Vocational Education, House of Representatives, Washington, D.C.

DEAR SIR: During the "Hearing on Career, Vocational, and Occupational Education" before the Subcommittee on Elementary, Secondary, and Vocational Education a few weeks ago, you requested that I send you a copy of the recommendations made by the North Carolina State Advisory Council on Vocational Education last year along with the responses of the State Board of Education. The report is attached.

It was a great honor and pleasure to appear before your Committee.

I wish to thank you for your great interest and support of vocational education and for your leadership in this area.

Thank you very much.

Sincerely,

JOE R. CLARY,
Coordinator.

Attachment.

DIVISION OF OCCUPATIONAL EDUCATION

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Recommendation	Current action	Proposed future action	Time frame
1. That the State Board of Education set up a task force by Mar. 1, 1975, to critically examine occupational education for the disadvantaged and handicapped at the secondary, postsecondary, and adult levels with instructions to report back to the board within 6 mo. The task force should inclu le representatives of vocational rehabilitation and similar agencies. The State Advisory Council would also like to receive this report.	------------------------------	A task force will be recommended to the State board for appointment in June 1975. This task force will be comprised of persons from occupational education, exceptional children, compensatory education, pupil personnel services, community colleges, vocational rehabilitation, social services, classroom teachers, and field personnel from human resources. Membership of this committee will be drawn from individuals who served on a similar interagency council which was functioning some 2 yr ago, as well as others.	June 1975.
2. That the State Board of Education require local boards of education to hold public hearings on local and multiyear plans before submitting them to the State board, that all local board members be required to sign the local plan before submitting it to the State board, and that encouragement be given for the involvement of local advisory committees in the planning process.	At present, there is no requirement for local public hearings on the Local Plan for occupational education.	State staff will develop, for adoption by the Stata board, a policy requiring local boards of education to hold a public hearing annually on the Local Plan.	Do.
	Fiscal year 1976 Local Plan requires signature of chairman of local board and superintendent only. Fiscal year 1976 Local Plan certifies that the Local Plan was adpoted by the local board.	Since certification indicates adoption by the local board, it appears that signatures of the chairman and superintendent are adequate. If the public hearing requirement is adopted, the 2 signatures should be adequate. No further action is suggested.	
	The appointment and use of local advisory committees has been continuously encouraged. Fiscal year 1976 Local Plan requires the listing of advisory council members and position, and certification by chairman and superintendent as to committee involvement. There is no present requirement by the State board for a local advisory committee; however, the State Plan (pt. I, 3.21, p. 67) encourages involvement of agencies, organizations, etc., in the development of the Local Plan (based on Public Law 90-576). 8 regional all-day meetings were conducted in the fall of 1974 for the purpose of involving local directors, advisory council members, and public information persons in developing citizen participation in Local Plan development. A statewide Lay Advisory Council seminar was conducted last August.	The State board will be asked to adopt a resolution "Encouraging all LEA's to appoint occupational education advisory committees and utilize said committees in development and implementation of local plans, and that names and participation continue to be certified in Local Plan."	May 1975.
3. That procedures for the planning process for occupational education programs at both State and local levels be set forth in such a way as to demand the active involvement of all agencies which develop and handle manpower data, allocate vocational resources, and/or operate programs, i.e., manpower (CETA), ESC (employment service), vocational rehabilitation, public school and college work-study officers, and private agencies where they exist; and that a workshop be planned and conducted by the State agency to develop and initiate such a planning process.	Cooperation with and involvement of these agencies is encouraged at both State and local levels. A formal State agreement exists between the ESC and the State board on manpower and student information and testing services. An informal working relationship exists with vocational rehabilitation.	There is a question as to whether the State board or local boards have authority to demand active involvement of other agencies in State or local plans. The State board and local boards will require planners at each level to consult and cooperate with other agencies.	 July 1975.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
4. That encouragement be extended to vocational teachers, especially at the technical institute level, for taking the initiative to promote good relationships with employers of program graduates and with the public at large.	Secondary vocational teachers are encouraged to follow up program graduates 6 mo after completion of their course. In addition students are encouraged to contact vocational teachers for additional assistance with employment. One of the goals of occupational education at the secondary and postsecondary levels is for vocational teachers to follow up program graduates 6 mo after completion of a course and to continually offer to students, upon request, assistance in locating employment. At the secondary level and postsecondary level vocational teachers in increasing numbers are being involved in local advisory committees for the purpose of community in-put. Also teachers are being involved in annual forums which involve the public at large.	Present activities listed under current action seem to provide the necessary guarantees and each will be applied to all future action.	Annually.
5. That the State Department of Public Instruction increase its efforts in maximizing availability and accessibility of programs to the individual student and that exploratory programs (including introduction to vocations) be expanded.	The State board has requested approximately $23,500,000 for the 1975 77 biennium to maximize the availability and accessibility of occupational education.	The State board will continue to make funding requests of the General Assembly.	Biennial.
	Local plan projections and data reports indicate that significant gains are being made.	There will be continued leadership exerted by the Division of Occupational Education toward increasing the availability and accessibility of programs.	Annually.
	State plan projects needs for greater availability of programs. Fiscal year 1976 proposed State Plan (pt. II, sec. 2.0, p. 18) reflects options available to the individual student in a school as follows:		

1	2	3
0	12	3.1
1	6	1.6
2	25	6.8
3	61	16.1
4	70	18.4
5	76	20.0
6	85	22.4
7	37	9.8
8	7	1.8

CODE

1 equals number of program areas offered.

2 equals number of schools offering.

3 equals percent of schools offering.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
6. That the State Board of Education analyze the concerns expressed by citizens of the State in the annual forums and develop specific steps to alleviate these concerns and problems. These steps should be outlined in the State plan for the following fiscal year.	Ideas and suggestions from 1974 occupational education forums included: 1. High schools and technical institutes should work together and quit competing. Progress is being made in articulation. Present project in operation: James Sprunt Technical Institute, Duplin County schools. Also, top long-range research priority for postsecondary schools. (See sec. 4.0, fiscal year 1976, State Plan, Program Areas and Research). 2. Inform the people about occupational education. There is a continuing goal of involving and informing people. Statewide seminar on advisory council involvement conducted, followed by 8 district meetings of local planners and local public information persons, on informing and involving people in local planning. Both State and local planning involves more people in development. 3. Bring programs up to date. Update programs—a general goal. Local boards have a responsibility in this. 4. Bring equipment up to date. Update equipment—a general goal. Local boards have a responsibility in this. 5. Provide local director for each county. Of the 149 LEA's, 129 or 87 percent have part- or full-time local directors; 20 LEA's are served by part-time planners. 6. Provide full State funding. Trends are in direction of full State funding. The $5,000,000 funded by the last legislature in addition to middle grades funding are examples. 7. Better guidance is needed. Vocational guidance now funded; presently 866 man-months projected for fiscal year 1976. This is an option of LEA's. 8. Increase communications with business and industry. Emphasis toward more involvement through sponsorships and advisory groups. Local Plan requires listing advisory council names and positions. 9. Do more evaluation. Evaluation—currently a built-in requirement for special programs in local plans. Statewide evaluation effort—see response to Advisory Council, recommendation 17.	That the State Board of Education annually analyze the concerns expressed by citizens of the State. These steps should be outlined in the State Plan for the following fiscal year.	June 1975.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
	10. Continue programs during summer. There is a continuing emphasis on summer programs, especially where teachers are employed 12 mo, also optional extended day alternatives.		
	11. More emphasis on youth organizations. Added emphasis on youth organizations as reflected in sec. 11.0, (new) pt. I, and in secs. 2.0 and 4.0 of State Plan. Also assurance statement and LEA assessment summary in Local Plan.		
	12. State people should do more visitation, supervision and evaluation. State staff persons are doing more visitation, consultation and evaluation in the field.		
	13. Increase funding. Funding, hopefully, can remain at present levels at local, State and Federal.		
	14. Provide more opportunities for girls. More opportunities for girls are opening due to Public Law 92-318, title IX, and to conscientious effort in this State toward elimination of sex-bias in occupational education. Also State research program entitled "New Pioneers" to study and make recommendation on this topic. (See sec. 12.0, pt. I, State Plan, also sec. 4.0, pt. II.)		
	15. Provide 12-mo employment for teachers. 12 mo employment for teachers is presently a local decision.		
	16. Need stronger State policies and guidelines. A trend is toward stronger State policies and guidelines; State board policy as reflected in State Plan and Fiscal/Statistica Guide.		
	17. More professional development for teachers and administrators. Added emphasis toward professional development of teachers, administrators. Staff position on certification of occupational education teachers is functioning. Duties and minimum qualifications of staff, and personnel development policies outlined in pt. II State Plan. Staff development is headed up by an associate director. (See secs. 9.0–13.0, fiscal year 1976, State Plan.)		

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
	18. State board policy should prohibit arbitrary assignment of students to occupational education programs or courses. No present State board policy on arbitrary assignment of pupils. LEA and local school decisions. 19. Provide more publicity on local programs. See response to No. 2.		
7. That a major study of the adequacy and currency of equipment for occupational education programs in the secondary schools be undertaken during this fiscal year. The study report should also outline how equipment is to be obtained, a system for maintenance and for upgrading the quality of the equipment, phasing out obsolete or unsafe equipment, and provision for a depreciation schedule.	Presently equipment having a value of $300 or more is inventoried to meet a Federal requirement. Conditions, quantity, or adequacy of major equipment has not been recorded.	A survey will be conducted to ascertain adequacy and recency of major equipment. Also an estimate of equipment needed will be included.	1975–76.
	Purchase and Contract, Department of Administration, has purchasing procedures spelled out in their manual.	Copies of particular portions of the Purchasing Manual will be reproduced and distributed to LEA's to clarify procurement procedures and disposal policies.	Fall 1975.
	Provisions for disposal of obsolete equipment are also provided in the manual. A depreciation schedule is of little value (other than informational) unless funds, from whatever sources, are made available for replacement. Maintenance varies considerably because machinery upkeep has been a local responsibility.	Maintenance sessions will be conducted by major machinery manufacturers on a regional basis in the State. Inservice education utilizing higher education personnel (and postsecondary) will be considered.	1976–77.
8. That the State Board of Education develop an appropriate mechanism for assuring that exemplary projects grow out of research findings or demonstrate promising occupational education practices and also develop a mechanism for dissemination of findings and for implementation into regular programs across the State.	All applications must include information on research projects upon which the proposal is based. The proposal must be innovative and have application in more than the local school situation. Provision is included in the proposal and budget to prepare and disseminate appropriate information relative to the project.	Current action will be continued and strengthened.	Annually.
9. That a task force be established (secondary-postsecondary) to examine articulation improvement and that one consideration be the establishment of a system of challenge exams in each subject area across the State at the postsecondary level to establish a uniform basis of advanced placement.	A pt. C project has been implemented with Duplin County schools and James Sprunt Institute to determine a system of articulation between several occupational program areas being conducted at the secondary and postsecondary levels. A steering committee is helping give direction to the project. The committee includes personnel from the LEA, the technical institute, Department of Community Colleges, and Department of Public Instruction.	A pt. D project in the Fayetteville City schools will include a component on articulation with Fayetteville Technical Institute.	July 1, 1975.
	A Department of Community Colleges, pt. D, funded project is being conducted between Vance-Granville Technical Institute and the surrounding counties to study the manpower needs and to determine curriculum needs in the LEA's and the technical institute.	The organization of a State level secondary and postsecondary articulation task force will be included as an objective for 1975–76	September 1975

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
10. That the Lay Advisory Council seminar be continued on an annual basis.	Projected as in-service activity in the fiscal year 1976 North Carolina State Plan for Occupational Education, p. 136, pt. II: Resources identified and available.	Conduct on an annual basis...	Annually.
11. That a study be made of the effectiveness of having allocated $5,000,000 at 100 percent on an ADM basis in fiscal year 1975 for occupational education in the public schools.	Information provided through local plans for occupational education, as well as through existing data collection systems, indicate that the $5,000,000 allocated at 100 percent on an ADM basis in fiscal year 1975 for occupational education is having the following effects: 1. Local units projected the expenditure of $486,658 for extended day programs (in addition to man-months and other resources). Full-time staff, part-time hourly instructional materials and equipment, student transportation and other appropriate expenditures were indicated. The majority of the 2,000-plus students served by the currently operating programs are benefiting from these funds. 2. Approximately $60.482 was projected for the continuation and implementation of occupational awareness programs in 16 LEA's. These programs indicated that they were to operate in accordance with the State Board of Education's policy on career education. 3. A total of $876,695 was projected for occupational exploration programs. This included additional funds to maintain and/or expand existing programs in 24 LEA's and the implementation of new or expanded activities in 27 LEA's. Approximately 42 full-time positions are being supported through these funds and are serving approximately 5,481 additional students. The nonmatching expansion funds, in combination with other State and local resources, are providing expanded services to 95,008 students in this area of instruction. Much needed supplies, instructional materials and equipment, as well as funds for student field trips and other areas of need have been at least partially met through the nonmatching expansion funds made available. 4. The remaining $3,576,165 was projected by LEA's as being utilized to expand and improve existing occupational programs in grades 9–12, as	Continued evaluation of utilization and effectiveness of nonmatching expansion funds. Continued funding requests from the General Assembly.	Do. Biennially.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
	well as the implementation of new programs. Approximately 99 instructional positions are presently funded through these funds, with all program areas represented. These new positions are serving approximately 5,757 additional students. The equivalent of 15 full-time local directors have been funded from these resources, thus providing additional leadership at the local level in the planning and development of occupational education programs. Numerous LEA's are utilizing these resources in short-term contracts with tradespersons, businesses, or industry to provide instructional services otherwise unavailable to students. Up until this fiscal year, resources for regular occupational education programs have been provided in the form of man-months or teacher positions; thus new programs were begun without sufficient funds for necessary equipment, materials, and other needs required for their proper implementation. Nonmatching expansion funds have been utilized to a large degree in providing the greatly needed equipment, supplies, instructional materials, and other appropriate needs for these programs. It has also enabled programs heretofore operating with obsolete equipment to update labs by acquiring the type of equipment students will be utilizing on jobs. It has also helped LEA's in moving toward meeting OSHA standards mandated by North Carolina requirements. (LEA's have budgeted $1,664,339 for equipment expenditures at all levels and $679,197 for materials and supplies at all levels.)		
12. That a report on the progress of recommendations made by the State Advisory Council on Vocational Education be made to a joint meeting of the council and the State Board of Education not later than May of each year. An explanation of any recommendations not accepted should be made at this meeting and also be reported in the State Plan in the official responses of the board to the council's recommendations.	A joint meeting of the State Advisory Council on Vocational Education and the State Board of Education is being held Apr. 2, 1975. Copies of the responses of the State board will be distributed at this meeting and presented to the State board for adoption on Apr. 3. After approval, the responses will be included in the fiscal year 1976 State Plan.	This will be an annual occurrence.	Annually.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
13. That action be continued on recommendations 2, 3, and 4 made in the annual evaluation report for fiscal year 1973.			
Recommendation 2 (fiscal year 1973): That the State Board of Education make a major study of the occupational education needs and aspirations of students enrolled in grades 9 to 12 in the State for use as a major input in planning.	Extensive efforts have been made by LEA's through their long-range local plans for occupational education to determine needs and aspirations as an input into planning.	Development of a design to capture the needs and aspirations from the local plans and correlate these into a significant identification for State level planning by each of the respective program areas.	December 1975.
Recommendation 3 (fiscal year 1973): That a task force of secondary and postsecondary occupational education personnel representing all major occupational areas, selected administrators, and other relevant persons be appointed to examine opportunities and techniques for curriculum articulation of occupational education programs between the 2 levels, including a clear statement of mission, goals, and role of each, and to make such recommendations as are needed to enhance this effort.	See fiscal year 1974 recommendation 9.	------------------------------	
Recommendation 4 (fiscal year 1973): That a major study of the professional development needs of teachers and administrators and opportunities for meeting these needs be undertaken by a special task force for the purpose of assuring that adequate plans and resources for maintaining high quality instructors are available. This task force should include representatives from the State staff, teachers from each of the major ococcupational areas, local directors and teacher educators and other relevant groups.	A State Advisory Committee for Personnel Development is functioning. The committee includes representatives from teacher education, Department of Public Instruction, Department of Community Colleges, local education agencies, business and industry.	One of the objectives of the State Advisory Committee for Personnel Development for 1975–76 will be to develop a system for personnel development. This will include preservice as well as inservice programs.	Annually.
		A task force from the State Advisory Committee will be appointed to design ways for more involvement of teacher education institutions in the total personnel development system.	Do.
		The framework for the design of a personnel development system will result from a nationwide personnel development workshop to be held in Raleigh, Apr. 28–30, 1975.	Apr. 28–30, 1975.
14. That efforts be continued to provide staff development (in-service) for guidance personnel through work experience in business and/or industry and that the State Board of Education require an internship in business and/or industry for initial certification as a counselor.	State board action includes an in-service workshop for guidance counselors during the summer of 1975 to include work experience in business or industry.	Consider an annual in-service workshop.	Summer, 1975.
		A proposed competency-based program in counselor education to include work experience to be submitted to the State board.	Spring, 1975.
15. That each local administrative unit be required to show in its local plan that they are presently meeting the needs of their students in each school for occupational education programs or courses or that they are making substantial progress toward that end	Current local plans require student aspirations, manpower needs, current course offerings, and proposed course offerings. It is felt that these are indicators of meeting student and manpower needs.	Unless recommendation is further clarified beyond what appears on pages 4 and 39 of the Annual Evaluation Report, Fiscal Year 1974, State board is unable to take other specific action.	

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
16. That occupational education youth organizations continue to be co-ordinated and strengthened through State-level leadership and that the State board, in its move to eliminate fees, look seriously at State support for youth organization fees, especially for disadvantaged students.	For more than 3 yr, the State advisors of the various youth organizations have met frequently to discuss common issues and concerns and to cooperatively plan and coordinate efforts to strengthen the youth organizations individually and collectively. Some of the major developments that have occurred from these efforts are:		
	1. The preparation of a proposed policy statement on youth organizations for consideration by the State Board of Education. This policy statement was ultimately adopted by the State Board of Education in February 1972, and distributed to all superintendents, principals, local directors of occupational education and occupational education teachers.	The February 1972 policy will be redistributed to superintendents, principals, local directors of occupational education, teachers, local boards of education, and local advisory committees calling their attention once again to the importance of this activity.	September 1975.
	2. Formation of the North Carolina Occupational Education Youth Council. This council is comprised of a student representative from each youth organization plus the State advisor of each organization. The major purposes of this council are to: (a) Create and promote among students, teachers, administrators, and the general public an apppreciation for and an interest in occupational education and the related youth organizations. (b) Promote the planning and implementation of activities for the common welfare of each organization. (c) Promote communication, cooperation, and unity among the various organizations.	The activities of the North Carolina Youth Council will continue to be supported and strengthened. The Youth Council will endeavor to work cooperatively with other youth groups and develop model situations in various schools across the State for all student activities.	September 1975–May 1976.
	3. A Leadership Development and Planning Conference for all State officers of each organization was planned and conducted at the R. J. Peeler FFA Camp at White Lake in the summer of 1974. Plans are underway for another such conference in 1975.	This conference will be conducted on an annual basis.	July 1, 1975.
	4. The Youth Council student members were extensively involved in Occupational Education Week observance in 1975. They served as pages in the General Assembly during the week and local groups were brought to the General Assembly for recognition from the House and Senate galleries.	This activity will be continued in fiscal year 1976.	Spring, 1976.

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
	5. A leadership development packet of teaching resources for occupational education youth organizations is being developed for eventual use statewide. Other steps in the proposed process for implementing include an institute for in-servicing teachers to be involved in a field test of this material, in-servicing of staff members in the Division of Occupational Education, and the eventual dissemination of materials along with in-servicing of all occupational education teachers and other occupational personnel.	This packet will be distributed upon validation to all occupational education teachers, and staff will work with the teachers in its implementation. Review of the policy for payment of club dues with the notion that perhaps this policy can be amended to provide dues for the economically disadvantaged. Revise supplementary youth organization materials to incorporate strategies that would increase the effectiveness of involving disadvantaged students in club activities. Review the leadership development packets to include strategies for providing leadership development activities for the disadvantaged.	September, 1975–May, 1976.
	6. Occupational education youth organizations have always been open to all students; however, perhaps the disadvantaged (educationally, economically, culturally, socially) have often been excluded for various reasons.	Provide youth organization advisers and teachers with inservice experiences necessary to develop competencies for involving disadvantaged youth in club activities. Have the State advisors study and make recommendations regarding State financial support for youth organizations.	
17. That the State board require local and State educators to develop and state specific proficiency levels to be achieved in each program area and then properly assess the reaching of these proficiencies by students through an annual evaluation process and as part of the State accreditation procedure.	A procedure for identifying the desired exit skills of students enrolled in each course in the 7 occupational program areas has been established and is being implemented by occupational personnel in 4 eastern LEA's. Results of the efforts will include specification of performance proficiencies to be achieved by students cooperatively determined by educators, employers and employees from the busines[illegible] industrial and agric[illegible] communities.	Implement the procedure described under current action for 30 percent of the specific courses in each occupational program area by summer of 1976, and complete for the remaining courses by 1977.	1974-77.
		Solicit the assistance of the composite program area State advisory committees in validating the specific proficiency levels to be achieved by students.	March–June 1976.
	27 LEA's (20 percent)—including approximately 45,000 students, 800 teachers, 200 principals and guidance personnel and central office administrators—are currently involved in the 1st year of a 3-year field test of an occupational evaluation process. One of the major components of the process is the testing of the cognitive proficiency of students enrolled in occupational courses using 1st-draft assessment instruments.	During fiscal year 1976 and fiscal year 1977, the remaining LEA's (40 percent each year) will participate in the 2d and 3d year of the field test with revised instruments and procedures.	1975-77
		One significant revision includes the use of performance proficiency testing procedures in lieu of cognitive proficiency to which the current instruments are limited.	
		At the completion of the field tests, procedures and instruments will be available for annual use by each LEA and the State agency in assessing the inputs and outputs of occupational education programs.	

DIVISION OF OCCUPATIONAL EDUCATION—Continued

RESPONSE TO RECOMMENDATIONS OF NORTH CAROLINA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION—Continued

Recommendation	Current action	Proposed future action	Time frame
18. That the State board urge and monitor compliance with the Occupational Safety and Health Act in classrooms, shops, and laboratories in which occupational education programs are carried on.	The Field Support section within the Division of Occupational Education has been involved with OSHA activities since July, 1973. The North Carolina Labor Department is charged by the U.S. Department of Labor to monitor compliance; since local school systems are responsible to the North Carolina Department of Labor, the Field Support section can only provide assistance upon call of an advisory nature. During the past year, meetings have been held with area directors, local directors, teachers at summer conference, and students (preservice within the University system). The Labor Department has cooperated with services and free materials.	The occupational education commitment for OSHA will be maintained at past levels. The identified needs will be accommodated upon a request basis.	1975-76.
19. That the formula for allocation of teacher education resources by the State Board of Education be studied and that teacher education programs be expanded and strengthened.	2 meetings were held during fiscal year 1974 with deans of schools of education on this problem. In addition, discussion has occurred with the deputy attorney general.	A recommendation on possible improved uses of these moneys will be taken to the State Board of Education prior to July 1, 1975.	June 1975.
20. That the State board concentrate on more and better preservice and in-service education for teachers of introduction to vocations.	Opportunities were given to each introduction to vocations teacher to be included in all staff development activities of occupational exploration during fiscal year 1975. 7 regional meetings were conducted with introduction to vocations teachers across the State involving the State director and chief consultant of occupational exploration to better determine future needs of introduction to vocations teachers and possible changes in certification requirements.	Introduction to vocations teachers will be included in all staff development activities designed for improving instruction in grades 7-9.	September 1975–May 1976.

Mr. QUIE. My last question: On the advisory councils, is there enough money for them? Do they feel pinched for money?

Dr. CLARY. Mr. Quie, in terms of the number of States—let me speak in terms of two kinds of categories—in terms of North Carolina and then my observations in terms of other States.

In North Carolina we have been quite blessed in terms of the State advisory council because of the number of youngsters in vocational programs.

There are some States which have an allocation to operate advisory councils of about $30,000 per year or so.

Evaluation is quite expensive. If you talk about 12 to 15 lay people in terms of getting involved and if you are going to have any staff at all, this is totally inadequate.

Mr. QUIE. Whose testimony is this? Dr. Clary.

Some of the others talked about teacher education as well. You mention administrators, too.

With the supply of teachers that are available are the teacher training institutions looking for a place where persons can secure jobs or is it necessary for the Federal Government to assist in the vocational education area now?

Or does it sort of take care of itself? The training is available in the institutions of higher education for the people who are needed by the system.

Dr. CLARY. Mr. Quie, I am not sure I can give you a good response to that question.

Traditionally, beginning in 1917, the emphasis in the vocational education legislation has been on the preparation of teachers as well as the skills.

I think part of our concern is the transition maybe in terms of the higher education institutions in picking up their responsibility for those teacher educators.

We are quite concerned about this. Perhaps as contrasted with other areas, we are still in a real shortage in terms of vocational teachers. We have an acute shortage in our State.

Mr. QUIE. I recognize that there is a shortage. That has been the problem all along. I think we have met the need with specific money.

I am asking now why it is necessary.

Dr. CLARY. Would you help me respond to that, since you have been in teacher education a long time?

Dr. COSTER. What I am saying may not be popular. But I am hoping that institutions will more and more pick up the responsibility for training vocational teachers. This is true in North Carolina. North Carolina State University is assuming more and more of its responsibility.

The funds are made available through teacher education programs to get programs started. In many States, this is what these funds have been used for. Then the States and universities have picked up the funds. There are some States where there are limited funds for vocational education. They haven't been able to pick up the cost of training at the State level.

Mr. QUIE. So it sounds to me like you have an optimistic approach.

Dr. COSTER. I can see some changes. For example, in Congressman Perkins' State, in Kentucky, Western Kentucky University, they started with a EPDA program and a center for vocational education, and now they are picking this up. But it is seed money that is needed, to keep on.

In States where there is a great need for training programs, here is where the money can be used to move fast at the colleges and universities where it is definitely needed.

Mr. QUIE. Dr. Coster, I want to commend you on some excellent questions you raised in your testimony.

How do we get the answers?

[Followup information submitted for the record follows:]

NORTH CAROLINA STATE UNIVERSITY,
June 13, 1975.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, Subcommittee on Elementary, Secondary, and Vocational Education, House of Representatives, Washington, D.C.

DEAR MR. PERKINS: During the "Hearing on Career, Vocational, and Occupational Education" before the Subcommittee on Elementary, Secondary and Vocational Education several weeks ago, Mr. Quie raised the following question and requested me to respond a little later in writing:

"Why is there a need for federal funds to support teacher education in Vocational Education in the Universities?"

My thoughts are attached.

Thank you very much.

Sincerely

JOE R. CLARY,
Coordinator.

Attachment.

IDEAS ON WHAT STATE UNIVERSITIES AND SCHOOLS OF EDUCATION CAN DO TO ELIMINATE SEX STEREOTYPES IN OCCUPATIONAL EDUCATION AREAS

(1) Recruit both male and female students into all types of occupational education teacher education programs.

(2) Recruit both male and female faculty members for all types of occupational education teacher education programs.

(3) Encourage prospective teachers to recruit both male and female students into their classes when they become teachers.

(4) Serve as "critics of the passing scene" when sex stereotyping is evident.

(5) Use only as student teaching centers those schools which do not discriminate on the basis of sex.

(6) Design and develop curriculum materials emphasizing the elimination of sex stereotypes.

(7) Conduct (by both students and faculty) research to examine the extent of, reasons for, and methods to eliminate, sex stereotyping.

Dr. COSTER. I brought Dr. Drewes along here to tell you about that.

Dr. DREWES. My name is Donald Drewes. I am associate director of the center. My responsibilities there at North Carolina State have to do with looking at planning and evaluation in vocational education.

I have used that information in management for improving effectiveness and efficiency. These studies have let us to make three recommendations that I would like to put forth.

The types of questions you have been asking, Mr. Quie, require a degree of information and fineness of information that it is difficult for vocational education to provide.

So we would like to recommend that the Congress, if they are concerned with getting answers to questions, pay some attention to the recommendation in H.R. 3037 for the development of a national vocational education data system.

I think if that data system were to be developed nationwide, it would provide additional information to answer your questions on what is the current state of vocational education.

It would also indicate what perhaps should be the future status of vocational education in the sense of planning. That is a long-term type of recommendation. We are not going to see immediate results.

If Congress is really interested in providing some answers on a short-term basis, maybe they should think about two things.

One would be a status study of vocational education that would be perhaps I would suggest a sample of the types of course information, student information, staff information, property information and expenditure information in vocational education.

That would probably have to be done either by a local State educational agency or at the school basis.

We would recommend also that Congress give some consideration to an impact study of vocational education if Congress is interested in the long-term benefits of vocational education.

They should look at people who leave the program and look at their current employment status and their wages and the training they have had since leaving the program and the methods used to find employment, first job acquired after leaving, time required to secure first job. These are the types of information we will need to allow national assessment of the quality of vocational education.

I think uses you could make of this could be to determine the comparative benefits of vocational education for various target groups and compare programs and by geographic area, which is what you were driving at, to determine sensitivity to economic fluctuations, which is very difficult for us to do now.

This would determine the economic impact of vocational education among the disadvantaged and determine whether the vocational programs have a differential impact on rural and urban areas.

There are a number of methodologies that can be used that I would be happy to speak to if anybody would be interested.

Mr. QUIE. To what extent has Project Baseline come anywhere near providing any answers?

Dr. DREWES. I think Baseline has been valuable to the extent that it has pointed a finger at realizing problems that exist in the provision of national data.

These problems center around lack of uniformity in State reporting practices. There is a great disparity in the definitions that the States use, for example, in defining what is a vocational education student, or vocational education program.

Seventeen States report that they require a specific number of contact hours in the secondary program before you qualify as a vocational education student.

Twenty States only out of the fifty require specific hours in postsecondary.

If 17 States report that they require a specific number of contact hours one of the problems is that the number of enrollments in vocational education does not determine the amount of contact that they have had with vocational educational.

A student may be counted as an enrollee if he has had 3 hours or he may be counted in some States as an enrollee, one enrollee, with over 30-plus hours.

So with just head counts you don't get really accurate information on the exposure to vocational education.

I would recommend some kind of uniform reporting system of data for vocational education.

Mr. QUIE. In order to secure information on the national level we need to go to each State in order to find out information.

Should it be secured by somebody completely outside the States sort of in the way that the national assessment for educational progress is going on now?

Should it be the State board of education?

Should it be the State advisory council?

Should it be the State University of North Carolina, for instance?

What do you see as the proper organization to provide that information so it will be most valuable to people who want to make decisions based on it?

Dr. Drewes. I would think that ultimately information would have to flow from the schools at the local education agencies. They are the ones that are the delivery systems of education. They are the ones that keep the data on the students.

But any system to work in the long run is going to have to have the cooperation starting from the local level through the States and then the States providing information to the national level.

I think one problem in the use of information that we have been looking at at North Carolina State is that there is a great difference in the simple reporting of information and using the information in decisionmaking.

So often vocational education information is simply reported on a compliance basis and there is not really the use of that information in the decisionmaking. That I think would really improve the quality of vocational education.

I think this is something that is a distinct problem. I think there are advances being made in this. I think much more needs to be done.

Mr. Quie. Who draws it together out of the State?

Dr. Drewes. I think it could be the responsibility of the State education agency. Either it could be collected at the local level and aggregated at the local level or it could be collected at the local levels and sent up to the State.

The States could then process the data and send it back down to the local. This is a much more efficient way to do it because the locals do not have the investment in the processing equipment, the computing equipment, that would be required.

They submit this aggregated data up to the States. They then simply have to make an investment in the collection.

Some States, Tennessee being one, with their student followup they have done a very admirable job. The locals fill out information in a very simple form and that form is then sent back to the State. It is tabulated.

Mr. Quie. Thank you, Mr. Chairman.

We have had some good witnesses this morning.

I want to compliment Mr. Causby for a good statement.

Chairman Perkins. I want to thank all of you and especially compliment Congressman Andrews for bringing such a distinguished panel of witnesses before this committee.

You have been most helpful to us in writing this legislation.

I want to assure you, in conclusion, we have no more dedicated individual anywhere than Congressman Andrews, whom you all know.

With your assistance and with the assistance of Congressman Andrews, Congressman Quie and others on this committee we are going to produce a bill that I think you will all be proud of.

I thank you all very much.

Mr. Quie. As a Republican, I join with you in the commendation of Congressman Andrews.

Chairman Perkins. The committee will recess until tomorrow morning at 9:30.

Thanks to all of you.

[Whereupon, at 12:03 p.m., the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, March 19, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, MARCH 19, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Meeds, Lehman, Blouin, Zeferetti, Mottl, Hall, Quie, and Goodling.

Staff members present: John Jennings, subcommittee counsel and Shirley Mills, staff assistant.

Chairman Perkins. This is a continuation of the hearings held by the Subcommittee on Elementary, Secondary, and Vocational Education.

I am delighted to announce we have with us today Mr. James A. Harris, president of the National Education Association.

We are going to hear from you first, Mr. Harris, and then Mr. William C. Geer, executive director of the council for Exceptional Children. He is accompanied by Mr. Frederick J. Weintraub. Then we have a law student.

I want to announce that a quorum is present. We will now hear from Mr. Harris.

Go ahead, Mr. Harris.

STATEMENT OF JAMES A. HARRIS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, ACCOMPANIED BY LANCE LUJAN, GOVERNMENTAL RELATIONS STAFF

Mr. Harris. Mr. Perkins, members of the subcommittee, I am James A. Harris, president of the National Education Association.

NEA, with over 1.6 million teacher-members, is the largest professional organization and the largest organization of public employees in the United States.

The NEA has an affiliate in every State as well as some 9,000 local affiliates. When these organizations are included, NEA represents a combined membership of 2 million teachers.

The National Education Association has always expressed its concerns on vocational and career education, seeing it as an integral part of the educational process for all children. This concern is reflected by our membership as it expresses its will through the following policy statement, Resolution 74-12, Vocational and Career Education.

I wanted to point out that I have Mr. Lance Lujan with me. I intended to introduce him. He is from our Governmental Relations Staff.

The National Education Association believes that preparation of children for careers, vocations, and productive jobs should be a basic policy of education. Educational programs should be developed for all children which will assure equal opportunity for career and occupational development. A continuing program for training, retraining, advancement, and promotion should be provided to out-of-school youth and adults.

The Association also believes a goal of education is to provide all individuals, preschool through adulthood, an opportunity to become effective, productive citizens. The career education concept must be interwoven into the total educational system to achieve this goal. The Association supports vocational and technical education as a major component of career education and further supports incorporation of these components into traditionally academic courses.

The Association will seek legislation to provide a comprehensive national manpower development policy, as the basic foundation for vocational and career education, with appropriate funding to provide instruction and practice in the practical arts and sciences and adult basic education to a minimum of eighth grade competence, and to improve the presently inadequate and underfinanced programs and facilities.

The Association supports legislation to provide open funding of stipend education to migrant families through any local manpower office according to need. The Association supports legislation to provide total funding of adult basic education for migrants in any State. It will also assist its affiliates in implementing similar programs and legislation.

I would like to emphasize the NEA's essential position as set forth in the first sentence of the resolution: "NEA believes that preparation of children for careers, vocations, and productive jobs should be a basic policy of education."

NEA believes that many of society's ills are a product of the neglect of many of our children in school—neglect of their needs and interests and neglect of the means by which these needs and interests may be served.

Historically, our schools have sought to prepare our children either for an academic future—college preparatory—or for the world of work as defined—and looked down upon—by the academically oriented school authorities.

We need to turn this whole perception and means of operating around. In the first place, college orientation and work orientation are not mutually exclusive, and they should be integrated in the curriculum of the schools. Second, we need to upgrade and make relevant to the technology of the day the career preparation courses that we offer.

Each child must be provided, from an early age, the opportunity to be exposed to a wide range of career choices with which he might not come in contact during his nonschool experiences. This will require the development and implementation of new curriculum models, often cutting across imaginary boundary lines that have been artifically built into the present system.

These models and methods must remain flexible in order to adapt to a changing technology. We must not stagnate and do children the disservice of teaching them concepts which will become obsolete before the children reach the job market where the concepts should apply.

Moreover, these models must be put in use through the entire education system—elementary, secondary, post-secondary, and adult training and retraining. And the models must be incorporated into the traditional education process.

The changing concepts of the world dictate that we be flexible enough to give the student of the future the ability to interweave vocational-career knowledge with more traditional bodies of knowledge as he sets his life plan.

We are aware that the subcommittee is considering two bills which have already been introduced and that at least another two bills will be put in. We find several provisions in these bills which we wholeheartedly support in principle.

The State grant program for career education awareness and planning is vital. Particularly important are the provisions for preparation and inservice training of teachers and counselors, development and acquisition of needed materials, and development of integrated curriculum for career exploration and preparation.

We approve of the variety and comprehensive nature of activities which may be funded under State plans, such as high school vocational education programs, training for those who have left high school and are available for the job market, retraining of persons already in the job market, vocational education for the physically handicapped, and so on.

Teacher preparation and retraining, including advanced academic training, are critical components of any comprehensive work study program, as are supplemental stipends for students in particularly disadvantaged situations.

The concept of encouraging the development of extra government research and dissemination centers is appealing. Experimentation in such institutions could be fruitful and could advance the national goals for meaningful vocational and career development.

We also believe it is the Federal Government's responsibility to assist curriculum development activities at the State and local levels.

We support the development of programs which help young people bridge the gap between school and work by offering meaningful training and job opportunities.

We believe that locally run vocational education programs should be coordinated with manpower training programs.

We favor the establishment of National, State and local advisory committees to oversee the administration of vocational education programs. Such committees must be broadly based, reflecting the needs and concerns of the community, management, labor, and vocational educators. Since vocational education programs are designed to impact local communities, local committees must be heavily involved in the development, implementation, and evaluation of the programs.

Some of NEA's concerns in the area of vocational education are not adequately treated in the bills offered thus far. We would like to discuss these concerns at this time and urge the subcommittee to include appropriate language as the bill is being developed.

All vocational education programs must be available to those of limited English-speaking ability. The bills before this subcommittee do not deal specifically with the problems of people who are bilingual or whose primary language is other than English. Availability of all training, job opportunities, funds, and so forth to those of limited English-speaking ability must be specifically built into whatever legislation is enacted.

The ESEA amendments enacted last year included a 1-year program authorization for bilingual vocational training. We recommend that that program be incorporated into vocational education legislation and extended.

NEA believes that stipend provisions of any vocational education legislation must be fully funded and must be available specifically to migrant workers. Adult basic education programs must also be designed for and delivered to migrant workers.

All training and retraining programs for vocational education offered by teacher preparation institutions or other agencies must lead to certification. All full-time teachers of vocational education who derive the major part of their income from teaching must be certificated. Any noncertificated skilled resource person who teaches in a vocational education program must work under the supervision of a certificated teacher.

The number of counselors in elementary and secondary schools must be substantially increased and their training upgraded to enable them to deal with the integrated academic and vocational curriculum we advocate. Counselors should be specifically included in teacher training programs under vocational education legislation.

Unions and management should be encouraged under vocational education legislation to participate fully in the design and implementation of vocational education programs at the local community level. Only in this way can we insure that students are being trained for necessary jobs and that their training will count toward becoming fully licensed in their chosen field of occupation.

Legislation must specifically prohibit counselors and others from tracking students into job training categories by sex. Presently, girls are still being directed toward such occupations as beautician and food service, and away from electronic and mechanical fields.

Finally, I would like to reiterate that crucial to any reform of the traditional vocational education programs and provision of meaningful occupational training is teacher preparation.

Vocational education has been institutionalized since the Morrill Act was amended to provide such training in 1907. However, vocational education—and vocational educators—have not been part of the mainstream of American education. Rather, they have developed as stepchildren.

We must change our perceptions of the nature of and need for vocational programs. They are not stepchildren; they are full blooded siblings in the American education family. In training and retraining teachers for vocational programs, we must acknowledge that the vocational aspects of a student's education are likely to be of more use to him than are the classics.

After all, only 1 of 3 high school graduates goes to college; the other two enter the work force directly. We must recruit into teacher training institutions individuals who believe this philosophy, and then train them to do the best possible job in training the young people in schools—and retraining out-of-school adults—to contribute most efficiently to the productivity of the national economy.

I want to thank the subcommittee for this opportunity to discuss our views. We will be happy to answer any questions you might have and to work with you to develop legislation.

Mr. MOTTL. Thank you very much for your statement.

Are there any questions of Mr. Harris at this time?

Mr. Quie?

Mr. QUIE. First, Mr. Harris, it is good to see you again. Thanks for coming here to testify before this subcommittee.

Mr. HARRIS. Thank you.

Mr. QUIE. Could I ask you to give me your definition of career education the way you would like to see it defined? My reason is that it tends to be a term that is misunderstood by so many people I think it would be helpful if the president of NEA could lay out his understanding of the term.

Mr. HARRIS. I see career education as broader in scope than just the vocational training program. It must include all aspects of what it would take not only to help a person identify a field, prepare him for those related kinds of skills that he might need in order to be successful in a particular career, and certainly all the aspects of the vocational training program that would prepare him to carry out that job.

Mr. QUIE. In your understanding of the teachers you represent, outside of the vocational education teachers, how would they look at career education?

Let me give you an example that bothered me. A few years ago—I believe it was 1969—I spoke to about 250 teachers in Connecticut and the subject was "Education in the Seventies." During the time I talked about the appearance of career education and the way I would like to put it is that when we reach the day when the superintendent of schools can be as knowledgeable of the number of graduates who have jobs as he is of the number of graduates who have entered college, then we could see the whole idea of concern for a career.

The moderator asked that group how many of them felt they had a responsibility for the career of their students. Five hands went up out of 250. I made a mental note of those five. They were vocational education teachers in the group.

He then asked how many think by the end of 10 years you will or you should have a responsibility towards the career of students? There weren't many more hands that went up. About 20 hands in all, I would say.

I know since 1969 there is a different attitude towards career education now than there was then but from your experience with the teachers you represent, could you tell me how that concept has progressed in their consciousness?

Mr. HARRIS. I can only respond to it in terms of not a specific study or survey but in terms of the concepts that I would pick up as I have been involved in teachers and as my own thinking has been shaped. I would think that the kind of thing you have mentioned where you have some idea of what the final impact of the training that you provide is, as you would gain knowledge about that, it would certainly help you evaluate the program that you are offering.

Just to run children through programs and then have no knowledge of what happens as a result of it would seem to me to leave people fairly frustrated in planning curriculum and designing programs that would be relevant and would meet the needs.

I would think this would have to be an ongoing thing because a program that might be tremendously relevant 1 day could, 5 years from that period of time, be totally irrelevant in terms of what has happened.

When a school has a substantial investment in equipment, et cetera, they would have a tendency to want to hang onto the program rather than to change it and keep the program up to date.

Of course, the kind of funding that schools have is another thing that causes them to want to hang on but I would certainly agree with you that those designs of programs and those people who participate in it ought to have the kind of interests and I feel do have the kind of interests that would want them to have access to information that would tell them what happens to the students.

Mr. Quie. To what extent do teachers now have a role in the designing of programs as compared to a decade ago? I recognize that this is a pretty substantial ingredient in some of the negotiations between teachers and administrators and I would like to know what progress you feel was made along that line.

Mr. Harris. In terms of deciding which programs might be part of a curriculum?

Mr. Quie. Yes, sir.

Mr. Harris. I think the impact that has come about as a result of the relationship between students and parents and teachers and community people in some select instances has had a very positive effect upon the programs that have been offered.

I would say that this is probably true in far too few instances. The more we move in that direction to where a program is flexible and determined by the desires of the local people, including the practitioners, I think it would be a move in the right direction.

Mr. Quie. Let me ask you on your point of certified teachers. You say all full-time teachers of vocational education who derive a major part of their income from full-time teaching must be certified. Do you mean certified the way an English teacher is certified?

In the second part of it are you talking about secondary and postsecondary or just secondary?

Mr. Harris. I was speaking primarily of secondary. When you say certified in the same way that an English teacher or one of the academic subjects would be, to a degree, yes, in the same way, not in terms of taking the exact subjects but I think if we lose track of education as being a broad composite of what happens to a child and his ability to really be armed and take his place in the community and so on, we see it as being far more than just having contact with a person who could teach him how to straighten out fenders or something.

For the person who comes back to school who is already a member of the community and is just interested in adding to his training, it might be most appropriate for him just to receive that specific skill that he is interested in.

But the child that is still a student in secondary school, we have an interest in all that happens to him educationally and we would want the teachers to have the kind of background that they too could relate to him in this total fashion rather than just in terms of a specific skill.

Mr. QUIE. What do you think is the easiest—for a good fender bender to secure the credits and training to become a certified teacher or for a certified teacher to learn the skills of fender bending—do you see my point? Of the two, what are the possibilities of becoming a certified vocational instructor? Have you ever thought of that?

Mr. HARRIS. No; I have not.

Yet, I would assume that the teacher—let's start back before that. The student that had an interest in the area of auto mechanics and also an interest in becoming a teacher would receive the kind of training that made him proficient in both.

I think the person who is simply a mechanic—not that I am downgrading that in any respect, but I meant whose skills were primarily just that—would probably have less tendency to want to pick up the extra training.

Mr. QUIE. Let's say both have the desire to do it. The teacher who sees the job opportunities in vocational education expanding and wants to learn the skills to be a qualified vocational instructor, or the person who is out in the field actually in private business, we will say, but is interested in teaching that and the school has an interest also in hiring a person with that experience.

Mr. HARRIS. I could see, since you are talking about two people already employed and changing their employment in some way, that there would probably be more tendency and greater ease for the teacher to acquire the additional skill of being the mechanic because there you would be talking about an increased job opportunity, et cetera, the kind of pay incentives that would cause him to want to make that kind of move. Probably less tendency for the person already employed in a particular field to want to go back and to the extensive training required to become certificated.

Mr. QUIE. The last point you make about sexism in the tracking of students, do you think that by having a separate category for home economics that we in the legislation in effect foster sexism by doing that?

All vocational training programs compete with each other with the exception of the home economics that does not need full employment. If they were all placed together do you think then there would be a tendency to not stereotype and say auto mechanics is for boys and home economics is for girls? I know they are breaking away from it but do you think we are adding to that at all by having separate programs?

Mr. HARRIS. I would rather suspect the problem lies with the counseling that takes place and the quality of the training the counselor has received.

I think the student is really not aware of the separation you are talking about. As this eighth grade student is making decisions about the kind of course he will pursue in high school and relies heavily upon the input from the counselor, the student reacts to this.

Traditionally counselors have not only thought in terms of certain kinds of courses being proposed rather for females and other males but this has also been a problem as far as the ethnic groups are concerned also.

Rarely, if ever, have I seen a vocational training program where the students have been counseled where there wasn't evidence of the fact that there were certain kinds of classes and certain classes considered most appropriate for minority students and the majority of them would be there and certain other courses that were considered more appropriate—appropriateness many times was arrived at as a result of some well intentioned observations of what happens in the job market and the desire to help a student find employment upon graduation, directing the student to those areas that have been traditionally open.

I feel this is a disservice to the minority student just as it is a disservice to the female student to see to it that they follow the traditional lines that have been established.

Mr. QUIE. Thank you.

Mr. MOTTL. Thank you, Mr. Quie.

Anyone else desirous of proffering any questions to the witness? Mr. Blouin.

Mr. BLOUIN. Not a question as much as it is a compliment. It is always good to see someone from Iowa presenting some formidable views. I appreciate your presence today.

Mr. MOTTL. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

I, too, would like to take first the opportunity to compliment Mr. Harris on his testimony and also on his companion and to indicate how appreciative I and I am sure the whole committee is of NEA support of vocational education in the past.

I am particularly delighted with your statement in which on page 2 you say college orientation and work orientation are not mutually exclusive and they should be integrated in the curriculum of the schools.

Unfortunately, I think probably you would agree with me, Jim, that particularly in the past, vocational education has been looked upon as something you did after you failed at everything else. There was somehow the concept that you could be a good vocational education student if you weren't a good academician.

This, as you point out in your statement, is a fallacy. College orientation and work orientation are not at all mutually exclusive. Indeed, they are inclusive. We are not going to have good vocational education students who are not good academic students.

So, I particularly appreciate your pointing this out to the committee.

There is a section in the act which provides for the development of curriculum and I see later on in your statement where you are strongly supportive of that.

My recollection, Mr. Chairman, is that the President has recommended cutting that out. I assume you would, as I do, disagree with that effort.

Mr. Harris. Definitely, I would disagree with that effort.

Mr. Meeds. We had some experience with the advisory committees at the State level. I am sure you have dealt with advisory committees in your capacity, both as an educator and as president of NEA.

I will just lay the problem before you, Mr. Harris, and seek your suggested solution.

We found that, as I am sure you have seen on past occasions, that advisory committees in many of the States are nothing more than paper organizations, that the State plans are prepared and they are presented to the advisory committee perhaps 1 day before they are due and the advisory committee is asked to approve of it.

In reality they have the authority not to approve and hence to hold up the funding, which we found had been very sparingly used if at all.

What would you suggest we could do in this legislation to really strengthen the handling and the utilization of advisory committees?

Mr. Harris. I think, Mr. Meeds, if those groups are included that have had experience with advisory committees and experience having members on such advisory committees, they are more apt to know about some of the more meaningful functions that such committees could play. Very often the committees might be made up of individuals who have not been involved in social work or union work per se—the practitioners—and they may really be in a dilemma as to the kinds of valid suggestions that ought to be made. They may not have access to the kind of thing Mr. Quie referred to earlier when they really had some test of what the final results of the programs were, and I think that if the committees are valid in terms of membership, it might have a tendency to cause them then to really perform a service and to not just be rubber stamps for programs that are handed to them.

Mr. Meeds. Fine. That is certainly one thing we will have to address in the new legislation.

Thank you very much for your testimony. It is good to see you, Lance.

Mr. Mottl. Thank you very much, Mr. Meeds.

Mr. Lehman, do you have any questions?

Mr. Lehman. Just briefly.

Thank you, Mr. Chairman.

I guess the same question I keep asking—I want to thank Mr. Harris for his testimony and for being here—is the same question of, who should teach vocational education? When I was on the Dade County School Board—I spent quite some time there—we used to get people from the noninstructional areas, the carpenters and garage mechanics and electricians and all these people, these 2,000 people that used to do noninstructional work.

I would say that these are the people we should have teaching vocational education. That is where it is at. Sometimes I wonder how much certification is really necessary for teaching vocational education. The two best vocational programs in the world I would assume would be the one in Switzerland and the one in Israel. They don't see the need for certification.

I just wonder whether you could recommend any provisions that would give—so many vocational education teachers come right into our system out of the colleges and teacher training institutions, schools of education, and teach people how to perform at a bank even though they never worked 1 day at a bank. They don't know the difference between the responsibilities of a teller or a bookkeeper.

I am very concerned with not only that but also the fact that it gets back to the same program of sexual discrimination in vocational education. One of the first places we could start on that is at the teaching level. Why aren't there any women teaching automobile mechanics? Why aren't there men teaching the operation of sewing machines? I think these are the kind of things we will have to break through and be innovative to prevent the vocational education program from becoming a disaster area. It is not yet the disaster area it was called as by the GAO report.

I guess these are opinions rather than questions, but I wonder if you could react.

Mr. HARRIS. I would like to first react to the one about who should actually teach these particular skills we are talking about and the systems that you refer to.

I had an opportunity to examine firsthand a system in another country and actually in the People's Republic of China that I see as a superior system to those that you have described.

Mr. LEHMAN. Could you get me a trip over there so I can see it, too, Mr. Harris? [Laughter.]

Mr. HARRIS. We will work on it. Mr. Lehman. I think that they did address themselves to the specific thing you referred to and they did it in a rather unique way.

They not only had the students working in the factories to get their vocational training, but they tied the factories in with the school and they didn't assume that because a person could operate a machine that he had all of what he ought to have in order to deal with these students.

Mr. LEHMAN. Would you yield a moment?

You tie this factory to the school. How about reversing that and tie the school to the factory?

Mr. HARRIS. They have every school linked with a factory and every factory linked with a school.

Mr. LEHMAN. Do they have classrooms in the factories?

Mr. HARRIS. They have classrooms in the factories where the students work along with a participant with those people who are operating the equipment and know how to do it, but they also have classes in the schools for those people that are working with the students.

So it becomes a very integrated kind of operation. They don't just assume that because a person is skilled at his particular job that he has all that it takes in order to cause students to develop adequately and to have a balanced perspective on that which he is going to deal with.

So while we could say that the person who knows how to straighten fenders could do an excellent job of teaching someone how to straighten fenders, he might not have those kinds of things we are concerned about as we focus upon really what actually happens to the child as he learns how to straighten fenders and therefore we would certainly be strong advocates of the theory that that person ought to be a certified person which tells us something about him in addition to his ability to straighten fenders.

Mr. Lehman. Certification tells you something about him?

Mr. Harris. Yes. It tells you something about the training, what he has been exposed to.

Mr. Lehman. What he has been exposed to, but not that much about him except where he has been, I guess. Have you got any written material on your trip to China? I would like to have a chance to look at it sometime, if you can get it to my office.

Mr. Harris. That is a touchy subject today. I have been constantly reminded by the chairman of our internal relations division that there ought to be something put together very carefully that outlines experiences, et cetera; yet we never managed to do that.

Mr. Lehman. You had a valuable experience and I think it would be selfish to keep it all to yourself.

Mr. Harris. I appreciate the reminder and we will have to move in that direction.

Mr. Lehman. Before I close, I did enjoy Mr. Harris.

I would like to recognize someone from the Dade County School System. Gina Craig. If you could get up and announce your people—if you would yield to me for that—they are making a valuable visit here.

Mr. Perkins. Tell them who you are and who you are with.

Mrs. Craig. With me is Dr. Audry Jackson, Director of Volunteer Services for the Dade County Public Schools and also the vice president of the National School Volunteer Program, Inc. Also Nancy Cooper, who is the coordinator of turnabout volunteers who are junior and senior high school students who are tutoring elementary students. I am coordinator of a senior citizen volunteer program in the Dade County public schools.

Mr. Lehman. How many do you have working in the vocational education program in Dade County?

Mrs. Craig. I would say probably about a thousand. Last year our county was 12,200 volunteers, the second largest in the country.

Mr. Lehman. Thank you very much.

Mr. Mottl. It is very nice having you here with us.

Mr. Zeferetti, do you have any questions?

Mr. Zeferetti. No.

Mr. Mottl. Mr. Goodling, do you have any questions?

Mr. Goodling. Yes.

Mr. Harris, on page 2 you say: "NEA believes that many of society's ills are a product of the neglect of many of our children in school—neglect of their needs and interests * * *."

If you would agree with me that our profession—I am speaking as an educator—is partially responsible for that statement, and I happen to believe that we are, what is your organization doing to change that? I am talking about those who are in our profession that may have the knowledge but don't have the understanding and the patience, or it could be vice versa—they have the understanding and patience but not the knowledge.

I would think we would have to say we are partially responsible for that statement.

What is your organization doing to change that picture?

Mr. Harris. I don't think I have any problem with the notion that some teachers are not as good as they ought to be. We are constantly engaged in improvement of instruction programs, conferences, human relations efforts, support of students rights actions, et cetera, that would cause teachers to be more sensitive to the needs of children if this is the point that you are specifically directing your comments to.

In addition to that, we would even like to be more effective. We would like to have something to say about who actually enters the field and who actually leaves the field. We don't have this kind of authority currently.

Therefore, even though there may be teachers who shouldn't be teaching, our hands are tied and I think that if it is a matter of really asking who is doing something about it, we have to direct those questions to people who have the authority to do something about it. It is not teachers or teacher groups. The best we can do is in those cases where we feel a person for some reason or other shouldn't be teaching, we could withhold membership or something like that. That really has on effect upon his ability to hold the job.

On the other hand, I think that this is a broader statement than you are implying. Many of society's ills are a product of the neglect of many of our children in school.

I think should we confine our definition to neglect to just what takes place in the classroom, this would really miss the point. What takes place in the classroom is determined outside the classroom by the kind of support for education, the kind of philosophy that is held by a board and therefore results in commitments or lack of commitments to support for education, et cetera.

The kind of support given by parents or legislators or people that vote down bond issues or support bond issues, et cetera.

So the matter of neglect of children is far greater than just whether or not a teacher happens to spend 2 or 3 hours after school counseling a child or much less time or however it is that you would interpret whether or not this teacher loves kids or not.

Mr. Goodling. Right. However, I would think when it comes to the needs and interest part, that teacher with a captive audience certainly can do an awful lot to meet needs and interests or to discourage interests and to miss the needs.

That is merely what I was trying to point out.

Mr. Harris. I have a chance to visit schools on a fairly regular basis and to talk with teachers on a regular basis throughout the country and in many other places.

It is rare that I find a teacher that couldn't know how to do more for children then he is capable of doing as a result of the number of contacts that he has with children in the course of the day and the kinds of resources available to that teacher.

With adequate support, I think you would find even those teachers that you might classify as mediocre would be doing a far better job if they had the support that would allow them to do the best they know how to do.

Mr. Goodling. In the answer to one of the questions that was asked you talked about the parents' positive effect now going on as far as input to programs, et cetera.

Do you see the opposite side of that? It seems to me we are getting a lot of publicity recently where perhaps they are becoming overly involved to the point where the teacher and the administrator and the educators are having a difficult time trying to even carry on a program.

Do you see an opposite side to that?

Mr. Harris. I guess that I have a tendency to conclude from some of the problems that I have seen is an absence of a process that prevented parents from becoming frustrated in their efforts to have an input. I have a tendency to want to see an orderly process whereby there is some kind of balance between the input given by the various segments. I believe all have a part of the answer and that portion must be included if everybody is going to be satisfied, et cetera.

When any one of the elements—if the school board feels that it is totally left out or being encroached upon, it will react. If the administrators feel encroached upon or the teachers or the parents or even the students.

So I think if we concentrate upon a process whereby everyone is included rather than saying somebody is doing too much, I think it has a tendency to bring about a healthier educational climate.

Mr. Goodling. My last question, again in response to a question you talked about, perhaps better counseling of eighth and ninth graders when it comes to making these choice, do you not also find that this is a time when parents are making a lot of decisions and therefore course selections or choices may be primarily a parental choice rather than a student choice? I am talking about eighth and ninth graders.

Mr. Harris. I want to make one statement about the eighth and ninth grades before I comment. I hope I didn't imply with my comments about the eighth and ninth grades that I felt that is the only place counseling should be. I think that there is a definite need to move counseling down into the lower grades as the career education program and so forth ought to be moved down into the lower grades so that at the time when a child is making some decisions and having a tendency to lean in a particular direction we have some impact upon them, and as problems are developing so we have a chance to get hold of them before they become critical.

In addition to that, as to whether or not parents are making the decisions for children, I am sure there always has been and probably always will be some of that as parents get anxious about their children.

I don't know how in the world you would ever cause that to not be a problem. I am not even certain that it is peculiar to this particular time. I think there have been times when parents have had such influence that they wanted the schools only to train the children to take a position in that community. We still have some communities that want to do that. They want their children to spend the rest of their life at home.

On the other hand, I rather feel there might be a little bit less of what you are talking about, where as students feel comfortable that they are getting some input and some assistance at the time when they are making these important decisions. I think they are less apt to just stand aside and let somebody else do it for them.

Mr. Goodling. Another thing I thought was interesting, yesterday

I was going to make this statement to the committee but there are not many of us.

Mr. PERKINS. I thought it was interesting yesterday when one chap said the best program they had going was their club program which was not federally supported. That was for the committee rather than for you folks. [Laughter.]

Mr. HARRIS. I would hope on the basis of that, though, you didn't make some generalizations about the role of the Federal support to these programs, because without it, they would be virtually nonexistent.

Mr. GOODLING. I am aware of that.

Mr. LEHMAN. If there are no other questions, we want to compliment the gentlemen from NEA for their very good and strong presentation.

Mr. HARRIS. Thank you very much for the privilege of giving it.

Mr. LEHMAN. We have two groups coming up, both concerned with education for the handicapped.

I just wonder if they could come up together and make one single panel. That is Mr. William C. Geer, Fred Weintraub, and James Stearns, and whoever happens to be with them.

We do have your written statements and any effort on your part to either make a summarization of this or to give us the highlights without objection the whole testimony will be inserted into the record.

[The statements to be furnished follow:]

PREPARED STATEMENT OF WILLIAM C. GEER, EXECUTIVE DIRECTOR, THE COUNCIL FOR EXCEPTIONAL CHILDREN

Mr. Chairman and Members of the Subcommittee: We thank you for the opportunity to appear before this distinguished panel of the Education and Labor Committee to offer the views and legislative recommendations of The Council for Exceptional Children during these important deliberations prior to reauthorization of the Vocational Education Act.

As you know Mr. Chairman, The Council for Exceptional Children is a national organization with a membership of approximately 65,000 professionals in the field of special education. One of the most fundamental on-going missions of the Council, which has brought us to Capitol Hill on so many occasions through the years, is to seek continual improvement of government provisions for the education of America's exceptional children and youth, both handicapped and gifted. I am William C. Geer, Executive Director of the Council, and accompanying me today is Frederick J. Weintraub, the Council's Assistant Executive Director for Government Relations.

Permit me to take but a moment to express again the appreciation of all of us who are advocates for exceptional children for your continuing compassion, concern, and leadership, Mr. Chairman, through your many years as chairperson of the Education and Labor Committee. It has been primarily during the years of your leadership that we have witnessed the major legislative breakthroughs on behalf of handicapped children and youth.

Mr. Chairman, we came before this Committee in 1968 to tell you that the participation of handicapped persons in the national vocational education system was shockingly scant. It is our sad duty to tell you that, despite the excellent affirmative response to this Committee and the Congress to the situation which existed in 1968, full access for handicapped Americans still remains deplorably meager when compared to the impact intended in the 1968 Amendments to the Act.

The 1968 Amendments, it will be recalled, in fact made it clear that "full access" was the objective of the Congress for *all* Americans in need of vocational training: ". . . that persons of all ages in all communities of the states—those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in post-secondary schools—will have *ready access* to vocational training or retraining. . . ."

Those same 1968 Amendments provided that ten percent of funds going to each state under the basic matching grant program (Part B of the Amendments) were to be used for programs "for handicapped persons who because of their handicapping condition cannot succeed in the regular vocational education program without special educational assistance or who require a modified educational program." How have the states responded to both the spirit and the letter of this setaside provision?

MINIMAL STATE EFFORT

One can only call into very serious question the actual state level of effort when one reads in a recent assessment of the setaside prepared by the Olympus Research Corporation of Salt Lake City for the HEW Office of Planning, Budgeting and Evaluation: ". . . a comparison (school year 1972-73) of total state expenditures for the handicapped with expenditures under the Part B setaside program showed that without the Part B setaside, there would be few vocational education opportunities for the handicapped. In 17 states, there were virtually no differences between total expenditures for the handicapped and expenditures under the setaside program. In all but a few states, the differences were not significant."

A comparison on a state by state basis of total vocational education expenditures in relation to total vocational education expenditures for the handicapped also carries disturbing implications. A report of November, 1973, prepared by Arthur Lee and Robert Sartin and submitted to the National Advisory Council on Vocational Education, states flatly that only 2.49 percent of total federal, state, and local vocational education funds were spent during the 1971–72 school year on handicapped persons, despite the fact that such children and youth are generally estimated to comprise ten percent of the public school age population.

A more recent General Accounting Office Report (B-164031 (1)), submitted to the Congress on December 31 of 1974, finds the same failure to match in any significant way—and, in fact, finds even more. As shown in the following GAO table from that report, many states have not spent a substantial portion of their *Part B* funds for persons with handicapped conditions.

	Number of States (fiscal years)			
	1970	1971	1972	1973
Handicapped (percent spent):				
Less than 10 percent	31	13	1	14
10 to 11 percent	15	20	14	16
Total	46	33	32	30

While one can appreciate the implications of the so-called "Tydings Amendment" from the standpoint of actual allocations in any given year—cited in some quarters in recent weeks—such an argument becomes meaningless when examining obligations over a three to four year period. The GAO-reported average of 11 percent across the states in vocational education expenditures for the handicapped must be cited for what it is: a failure to make a meaningful effort.

The GAO report of December 31 adds the following:

No state over a four-year period has supported efforts for the disadvantaged and handicapped to the same extent as its overall part B program.

While the nationwide average ratio of state and local funding for all part B programs in fiscal year 1973 was $5.93 to $1.00, the ratio for programs serving the handicapped was only $1.10 to $1.00.

In fiscal year 1973, 19 states spent fewer state and local dollars for every federal dollar for the handicapped than they had in fiscal year 1970.

Some states, over a three-year period, having spent no state or local funds for the handicapped while continuing to receive federal assistance for such programs.

In other states, state and local funding has been withdrawn as federal funding has increased. The GAO study offers the following example:

"In a State which has received a large amount of Federal vocational support, the ratio of State and local funds to Federal funds for part B handicapped programs declined from $3.36 in fiscal year 1970 to $.34 in fiscal year 1973. During the same period total Federal vocational support increased from $25 million to

$38 million, and Federal support for the handicapped under part B increased from $2.4 million to $3.1 million. In this State handicapped enrollments in vocational education decreased more than 65 percent from fiscal year 1971 to fiscal year 1973, while Federal expenditures increased over 29 percent. In contrast, State and local expenditures dropped 63 percent."

DECREASING ENROLLMENTS

Most discouraging of all, however, are the statistics on exactly how many handicapped young Americans are actually participating in vocational education programs.

U.S. Office of Education statistics show that the proportion of handicapped enrollment declined relative to total enrollments from fiscal year 1971 to fiscal year 1973. During the same period, the federal portion of expenditures for the handicapped increased relative to total expenditure growth. From fiscal year 1972 to fiscal year 1973 enrollment of the handicapped declined in 15 states, despite increased expenditures.

Incidentally, an earlier GAO review of *all* education programs for the handicapped (B–164031(1), December 5, 1974) states flatly that relatively few handicapped individuals were participating in vocational education programs.

"LEAST RESTRICTIVE" AND "BROAD RANGE"

The legislative history attendant to P. L. 90–576, the Vocational Education Amendments of 1968, gave forceful emphasis to two factors:

(*a*) That there be a broad range of vocational opportunities for the handicapped:

(*b*) That vocational education facilities be so modified as to enable handicapped persons to receive vocational education along with their nonhandicapped peers.

However, after reviewing some 150 vocational education programs for the handicapped, Frederick J. Weintraub, present with me today at this hearing, found in 1972 the vast majority to be self-contained and offering very limited vocational options. Similarly, the "Olympus study" to which reference has already been made, said this:

"Approximately two-thirds of the local administrators who were interviewed said that it was the policy of their school districts to integrate the handicapped with regular students. Twenty reported no policy in this area, and eleven said that they did not know whether such a policy existed. However, in most areas where the policy called for integration, implementation was still far from a reality. Of the students enrolled in the program, 70 percent were in 'special' classes."

ABSENCE OF COMPREHENSIVE PLANNING

Members will recall the very comprehensive mandate contained in the recent (P. L. 93–380) Education Amendments of 1974 relative to planning for the education of handicapped children. The states are now required to submit to the Commissioner of Education a long range, highly detailed blueprint for the provision of full educational services to all handicapped children within their respective jurisdictions, including a precise timetable for the implementation of all aspects of same. It is our conviction that an equally precise comprehensive state plan for the provision of full vocational education services to handicapped children and youth is now in order, to be very concisely interfaced with that state plan requirement mandated in P. L. 93–380.

In the context, the "Olympus study" may again be instructive. That report makes the following comment relative to policy:

"Clear and articulate policy directed toward providing comprehensive educational services for the handicapped, including vocational education, were lacking at both the state and local levels. Because of the enactment of the setaside program, right to education suits, and universal education legislation in some states, state and local education agencies were becoming more aware of their responsibilities toward the handicapped. Yet most states and local education agencies were reacting to these developments, rather than acting to create comprehensive educational programs for the handicapped."

And again, on the issue of planning:

"It would be an exaggeration to state that no planning takes place at the state and local levels; but it is accurate to maintaian that what planning does take place is of a short-term nature, generally directed toward justifying certain projects. It would be unfair to place the blame for lack of planning solely on vocational education administrators. It is the responsibility of vocational education to provide a specific kind of educational service to all who are referred to the vocational education program . . . handicapped and nonhandicapped; it is not the responsibility of vocational education to identify, assess, and recruit all handicapped individuals coming up through the educational system who should be placed in vocational education programs. Thus, if long range plans are to be launched to provide comprehensive educational programs for the handicapped, including vocational education, pertinent divisions of educational agencies—at both the state and local levels—must work together.

"There was little evidence of this kind of cooperation at either the state or local levels. When asked about the universe of need, or the establishment of priorities, most respondents expressed bewilderment."

Similarly, the December 31, 1974 GAO report offers the following observations:

State and local plans reflect compliance rather than planning;

Systematic assessment of community and individual needs does not take place;

Organizational patterns at all levels fragment responsibility and result in independent and isolated planning for vocational education;

Advisory council limitations lessen impact on improvement in the planning of programs to meet current and anticipated manpower needs;

Data that would be helpful in planning is unavailable, indequate, or unutilized.

CONCLUSION

An interim report filed recently with the State of Washington's Special Education Advisory Council by its Task Force on Secondary Education of the Handicapped describes bluntly a situation in its own state which is, all too apparently, a partial description of the situation obtaining in too many of the states. Testimony received by that Task Force supported the conclusion that ". . . not all of the ten percent Federal setaside funds are being used to provide vocational education services . . ." and ". . . state offices are unable to monitor programs supported by setaside funds."

In conclusion, then, Mr. Chairman, we are compelled to offer the following summary of the realities facing handicapped children in vocational education today:

The apparent failure of many of the states to match the federal setaside with their own resources in any significant manner;

The correspondingly low percentage of total vocational education monies assigned to the handicapped;

The obvious absence of a catalytic impact in the handicapped setaside;

Sliding enrollments concomitant with escalating federal expenditures;

The failure to integrate whenever possible handicapped and nonhandicapped vocational education programs;

The absence in too many instances of a full range of vocational education opportunities;

The absence of coordinated, comprehensive planning toward the best utilization of resources for all.

LEGISLATIVE RECOMMENDATIONS

Permit us now, Mr. Chairman, to briefly outline those legislative remedies which we are convinced must be amendments to the Vocational Education Act, and which we will strive to have accepted by the Committee. At the same time, may we say that we are prepared to offer all additional substantive and technical support required with respect to each of our proposals.

FUTURE OF THE SETASIDE

It is painfully clear that further provision must be made in the Act to guarantee that the setaside will act as a catalyst toward meaningful state-matching, just as the overall Part B has so successfully done.

It is not only organizations which are advocates for the handicapped that have this conviction. As you know, the General Accounting Office recommended to the Congress (December 31, 1974) the following two options with respect to the future of the setasides for both the disadvantaged and handicapped:

(*a*) Requiring States to match Federal setasides for the disadvantaged and handicapped at the same level they are required to match regular Part B funds (50-50), thereby insuring State and local involvement in the commitment to these efforts.

(*b*) Increasing the percentage of the setasides for the special need categories.

Mr. Chairman, we are not committed to any particular legislative "modus vivendi," so long as the essential objective is achieved. We think that it might be most expeditious and most effective, however, to require simply that not less than ten percent of all public funds expended within the state annually for vocational education services (i.e. the combination of federal, state, and local funds) be allocated solely to meet the vocational educational needs of handicapped persons.

Such an approach also enjoys the advantage of utilizing the same percentile figure as that generally agreed to approximate the prevalence of handicapping conditions within the population. It follows logically that vocational education funds should be allocated in such manner as to conform to the numerical prevalence of a particular group in the target population to be served.

In any event, the states have enjoyed approximately five years in which to develop a "good faith" match with federal dollars, and they have not done so. Significant strengthening of the legislation is clearly in order.

PLANNING

All of the studies available at this juncture in history point to the lack of a comprehensive game plan within each of the states to insure that resources are, in both the short term and the long term, being expended to best advantage for handicapped persons. The characteristic behaviour now is a project by project approach without the determination of any clear relationship among the various components funded.

We are fully aware that there are various delivery systems within each state which may already or may potentially provide occupational training for handicapped persons and that the vocational education system as we know it is only one of these delivery systems. But that is just the problem: "No one is putting it all together." And, concurrently, the federal government is in the best position to demand that it is "put together," at least at the planning stage.

We note that H.R. 3992 requires the development and submission to the Commissioner of a rather comprehensive state vocational education plan. We strongly support such planning requirements for all education programs. Due to your efforts last year Title VI, Part B, Sections 612 and 615 of Public Law 93-380, already requires a detailed state plan for the education of all handicapped children within the state aged three to twenty-one. Obviously, appropriate vocational education is a vital ingredient of that overall education sought for these children. Therefore, the state plan vocational education for the handicapped should also, logically, be the vocational education component of the Public Law 93-380 state plan.

Such a plan should show how all of the delivery systems within the state are cooperating to achieve full vocational education programming for all handicapped persons in need of such services and/or desiring such services. Typically, the plan would demonstrate the cooperative interaction with such systems as the rehabilitation system, the manpower development system, the special education system and all other systems providing vocational and pre-vocational education and training for the handicapped.

Furthermore, as previously mentioned, we feel that the plan should also include such components as:

1. A description of how resources will be allocated on an annual basis.
2. A description of the methods of identification, evaluation, and placement of handicapped persons.
3. A description of personnel and services both provided and required.
4. A description of the vocational responsibilities of various state and local agencies.

We also believe that the plan should also project a "full service" goal, in other words, lay out a blueprint for providing the opportunity for full and appropriate vocational education services to all handicapped persons within the state, much as is now required in the state plan contained in P.L. 93-380 as previously cited.

Mr. Chairman, we recommend that the Congress now require that these two state plans be thoroughly interfaced and that the state officials responsible for both plans coordinate their short-term and long-term planning with respect to the delivery of vocational services to handicapped children aged three to twenty-one.

RIGHTS

We also feel that it is both appropriate and necessary that those special guarantees sought from the states in P.L. 93-380 on behalf of handicapped children and their parents also be required assurances in the Vocational Education Act.

Therefore we recommend that the states be required to provide:

Assurance that of the total population within the state of persons receiving vocational education services wholly or partially supported by this Act, handicapped persons are participating in a number commensurate with their incidence within the total potential target population for such services.

Assurance that detailed procedures exist for insuring that handicapped persons and their parents and guardians, when appropriate, are guaranteed procedural safeguards in decisions regarding identification, evaluation, and placement of handicapped persons in vocational education programs.

Assurance that procedures exist to insure that, to the maximum extent appropriate, handicapped persons, including persons in public or private institutions and other care facilities, are receiving vocational education services with persons who are not handicapped, and that special programs, separate programs, or other removal of handicapped persons occurs only when the nature or severity of the handicap is such that education in regular vocational programs with the use of supplementary aids and services cannot be achieved satisfactorily.

Assurance that procedures exist to insure that testing and evaluation materials and procedures utilized for the purposes of classification and placement of handicapped persons, or for purposes of refusal to make placement in vocational education programs will be selected and administered so as not to discriminate against an individual because of his handicapping condition, and so as not to be racially or culturally discriminatory.

EARLY PROGRAMING

Mr. Chairman, it has been well established among professional authorities in the field of education that we should be developing a vocational delivery system that begins at the preschool level and continues as an *integral* part of a child's education throughout elementary, secondary, and post-secondary activities. For the handicapped child, such programming is not simply a laudable goal, it is a crucial ingredient of his total development. Some call it "career education," some call it "continuity of vocational programming." Whatever the name, we most strongly recommend that the occasion of this Congressional reauthorization of the Vocational Education Act be exploited to create legislation containing the strongest possible requirements that vocational education be programmed as an integral part of the total education experience from the cradle to adulthood.

BARRIERS

To further promote the integration of handicapped persons into vocational education programs with their non-handicapped peers, such integration not only being essential to a healthy educational environment but essential to the achievement of any realizeable occupational prospect in the national labor market, we recommend that there be an independent legislative requirement that all vocational education facilities supported under this Act eliminate all architectural barriers and provide for the modifications of machinery and equipment where necessary to accommodate handicapped persons.

Mr. Chairman, we believe that for many handicapped children their only opportunities for vocational or career education will be during their high school years. Many of them cannot look forward to college and university attendance. The schools of the nation must give these young people a break and do for them the best it can do for what may be the difference in a lifetime of success or one of frustration; or independent living or dependency. We cannot afford to fail them.

Mr. Chairman, we again thank you for the opportunity given the Council to appear today on behalf of handicapped Americans. In closing, may we simply reiterate that we stand prepared to make the full resources of The Council for Exceptional Children available to this Committee as it fulfills its legislative charge with respect to the Vocational Education Act.

PREPARED STATEMENT OF JAMES STEARNS, LAW STUDENT AT GEORGETOWN LAW CENTER

WITNESS

Mr. James Stearns is a second year Law student at Georgetown Law Center. He graduated Cum Laude from Dartmouth College and was a Reynolds Scholar at the University of Manchester (England).

Mr. Stearns has worked as a Co-Director of Youth Counseling at a Drug Rehabilitation Center in Laconia, New Hampshire, as a Press Assistant to U.S. Senator Thomas J. McIntyre (N.H.) and with the Worker's Compensation Task Force in the Department of Labor.

Mr. Stearns' disability (cerebral palsy) has made him acutely aware of education and rehabilitation programs for the developmentally disabled. He was a rehabilitation client during the summers of 1957, 1960, and 1964.

INTRODUCTION

To United Cerebral Palsy Associations, Inc., the legislation to amend the Vocational Education Act of 1963 is essential in order to improve the administration of Post Secondary Vocational Education programs and for other purposes. We feel strongly that more funds in Vocational Education need to be spent on programs for the developmentally disabled and economically disadvantaged populations.

Although ten percent of the Vocational Education funds under the basic matching grant program were to be used for Handicapped persons, this does not seem to be happening in practice, consequently, a closer monitoring system needs to be developed to ensure compliance with the mandate to provide services for persons with handicaps. HEW should also require states to describe, in state plans the procedure they intend to employ to ensure that funds for the disadvantaged and handicapped are properly used. There also has to be developed a mechanism to link up the comprehensive state plan for the provisions of full vocational education services to handicapped persons.

The linkage between vocational education and the career ladders field should be encouraged and strengthened. Vocational Education should start in the early childhood education program and it should be approached from a realistic base. There is also a strong and urgent need, as such a comprehensive program is being developed, to look at and link up with the rest of the life support systems.

Set Aside Funds

UCPA strongly supports the set aside of at least 10% of all Vocational Education funds in a state to be used for programs for the handicapped.

We are sure that, if the set-aside program were to be discontinued, the opportunities for the handicapped in the area of vocational training would show a drastic decrease. The lack of funds or the reluctance to spend funds for vocational programing for the handicapped appears to be the major obstacle limiting the expansion of vocational education programs for the handicapped.

Despite the problems involved, the Part B set-aside program has proved to be worthy and has increased the availability of new educational opportunities to the handicapped. Therefore it should be continued. However, separate set-asides should be established for the handicapped and disadvantaged as the educational needs of each group is usually different. The office of education must monitor the set-aside provisions closely as there is evidence that some states may not be expecting the ten percent.

Comprehensive Planning

Congress issued a very comprehensive mandate in the recent Education Amendments of 1974 relative to planning for the education of handicapped children. States are required to submit to the Commissioner of Education, a long range detailed plan for the provision of educational services to handicapped children which will include a timetable for the implementation of these services. We support the philosophy that says we must proceed to make a clear link up to that comprehensive state plan of the provision of full vocational educational services to the handicapped. The planning that is now taking place appears to be of short-term nature, directed at "putting out fires", rather than preventing them.

It seems to us that there needs to be increased interdigitation between agencies on a state level involved in the delivery of vocational services. Linkages in some cases need to be established, in others strengthened, between vocational education, vocational rehabilitation and work-study programs. Perhaps vocational education needs to be placed in one of the existing service agencies. There needs to be someone in the state who will insure that all Vocational services will be brought together in a comprehensive manner in order to guarantee continuity in the services systems for the handicapped.

Full Access Due Process Assessment

The Vocational Education program must conform to the Title VI state plan. As such it must guarantee full access to these services for persons over the age of 21. The services must be delivered in the least restrictive and non-discriminatory environment. We endorse the concept of an individualized program plan for each student with due process guarantees built in that will ensure an avenue for grievance should the goals not be achieved. Through educational assessments, including individualized education plans of handicapped students referred into the program should be mandatory. Educational assessments are preferable to "Diagnostic Labels" in this instance.

Conclusion

We concur with the Council for Exceptional Children in its anxiety over several major areas, namely 'The availability of free and appropriate vocational instruction to all handicapped Americans who require that support, the apparent failure of too many of the states to "match-up" with their own resources in any significant manner, the apparent low percentage of total vocational education monies assigned to the handcapped, the failure to integrate whenever possible handicapped and nonhandicapped vocational education opportunities, and the lack of comprehensive and coordinated planning toward the best utilization of resources for all."

It appears to us that information which is needed for planning, monitoring and evaluation is not a major concern of program officers charged with the responsibility of administering the set-aside program. Part of this is due to the inexperience on the part of the vocational education administrators who have never before been given the responsibility of providing educational services for handicapped individuals. A similar situation occurred when a similar 10% mandate was given to the Headstart program. At the same time as we issue such mandates, it would be wise to build in some staff development and training monies to assist in the overall achievement of the objective.

At all times the Office of Education and organizations such as ours must be primarily concerned with the overall development of autonomous behavior in our children, through a total educational process, so that at the appropriate times they can make intelligent choices.

As a final comment UCPA would like to emphasize the need for advocacy on all levels from various populations in order to ensure the delivery of adequate and appropriate education to all people. The "advocates" need to share their ideas and concerns on working toward the development of a truly comprehensive educational plan. The communication system between "advocates" needs to be improved and developed on more than a superficial level, in order to accomplish the objectives. Vocational educational has a vital role to play in "mainstreaming" for the handicapped what is now needed are strong advocates on all levels to ensure that the handicapped individual has access to the vocational education opportunity.

PANEL PRESENTATION—WILLIAM C. GEER, EXECUTIVE DIRECTOR, THE COUNCIL FOR EXCEPTIONAL CHILDREN, ACCOMPANIED BY FREDERICK J. WEINTRAUB, ASSISTANT EXECUTIVE DIRECTOR FOR GOVERNMENTAL RELATIONS; JAMES STEARNS, LAW STUDENT AT GEORGETOWN LAW CENTER, IN BEHALF OF UNITED CEREBRAL PALSY ASSOCIATIONS, INC., ACCOMPANIED BY HAROLD BENSON, JR., DIRECTOR, DISTRICT OF COLUMBIA OFFICE

Mr. GEER. If I may be permitted to have 4 or 5 minutes to summarize.

Mr. LEHMAN. You can have all the time you want.

Mr. GEER. I realize your time is valuable. We appreciate this opportunity to appear before this distinguished panel because of your very measured and sympathetic support for good educational measures in the past that relate to handicapped children.

We speak for the Council for Exceptional Children's 65,000 professionals in the field of special education.

I am William Geer and accompanying me is Fred Weintraub, my assistant executive director for government relations.

We appreciate, Mr. Chairman, the work that has been done by this committee in making it possible for handicapped children to participate in the vocational education program that is federally sponsored.

In 1968 we came before the committee to tell you that participation of handicapped persons in the national vocational education system was shockingly scant. Today we must tell you again that although the aid you helped make possible has been going through the States, that it has not been used effectively in some instances and not at all in other instances and that relatively few States have made a serious effort to make this a real improvement in the education of handicapped children.

We feel that a minimal State effort has been made in some instances. In fact, we feel that the Federal aid has been a substitute in some instances for what the State had been spending before with no net gain for handicapped children, although there would be some gain perhaps to other children in such States.

We have highlighted the findings. I have just given you evidence in our statement and could provide more evidence before you to indicate that this is true.

We also are concerned that the States have not made a serious effort to provide a broad range of services and to place children to provide a broad range of services and to place children in a least restrictive setting which we believe is the way education should be planned for all handicapped children.

After reviewing some 150 vocational education programs for the handicapped, Mr. Weintraub, who is with me today, found in 1972 that the vast majority of these programs were self-contained and offered very little in the way of vocational options.

Studies which have been made and which we quote bear this out. So one thing that needs to be done is to broaden the range of vocational opportunities for the handicapped and wherever possible to enable handicapped persons to receive vocational education along with their nonhandicapped peers.

As our written statement substantiates, we believe here is no defense for their dereliction of duty to America's handicapped youth. We believe the States must be called to account for planning educational programs that do what the Congress intended should be done and that this must be done by doing still other things to require that the programs be planned properly.

An interim report filed recently with the State of Washington's Special Education Advisory Council by its task force on secondary education of the handicapped described bluntly a situation in its own State which is all too apparently a partial description of the situation occurring in too many of the States.

Testimony received by that task force supported the conclusion that not all of the 10-percent Federal set-aside funds are being used to provide vocational education services and State offices are unable to monitor programs supported by set-aside funds.

It is then mandatory, Mr. Chairman, that these States review what they have been doing and undertake to correct the planning failures that have been so obvious up to this time.

As we are looking at the total situation, we believe there are certain things that need to be done. It is clear that the States must be required to match Federal set-asides for the disadvantaged and handicapped. At the same level they are required to match regular vocational education funds, thereby insuring State and local involvements in the commitment to these efforts.

Another way that it could be done would be to increase the percentage of the set-asides for the special need categories.

Mr. Chairman, we don't have any pathway that would solve the problem. We think that it is essential that the States give attention to the problem and to try to bring about effective solutions and we would support those solutions.

In any event, the States have enjoyed approximately 5 years in which to develop a good faith match with Federal dollars and they have not done so and we believe they should be required to do so through the legislation you are now considering. Planning is really the keynote to all of this.

We note H.R. 3992 requires the development and submission to the Commissioner of a rather comprehensive State vocational education plan.

We strongly support such planning requirements for all education programs.

Due to your efforts last year title VI, part B, section 612 of Public Law 93-380 already requires a detailed State plan for the education of all handicapped children within the State aged 3 to 21.

Obviously appropriate vocational education is a vital ingredient of that overall education sought for these children. Therefore, the State planning vocational education for the handicapped should also logically be the vocational education component of the Public Law 93-380 State plan.

Our statement further denotes the elements that are needed in planning. It is incredible that we need to ask that you require the States to recognize the rights of handicapped children.

However, we feel that we must today do so and that there should be an assurance that of the total population within the State of persons receiving vocational educational services wholly or partially supported by this act, that handicapped persons are participating in a number commensurate with their incidence within the total potential target population for such services.

We think all measures must be undertaken that are possible to insure the adequate participation of the handicapped. It is essential that all phases of work with regard to the handicapped also be considered.

For example, it is essential that architectural barriers or other barriers be eliminated so that handicapped persons can get to the vocational education programs or any other educational programs.

It would be tragic for a person to be denied the benefits of a program because he simply can't physically receive it so this must be attended to.

Mr. Chairman, we believe for many handicapped children their only opportunities for a vocational or career education will be during their high school years. Many of them can't look forward to college and university attendance.

The schools of the Nation must give these young people a break and do for them the best it can do for what may be the difference in a lifetime of success or one of frustration, offer independent living or dependency. We can't afford to fail them.

Mr. Chairman, we again thank you for the opportunity to appear here and close by saying that we are prepared to make our full resources available to you as you further pursue this important educational act.

Thank you.

Mr. LEHMAN. Thank you very much.

If it is all right with Mr. Goodling, we will have the rest of the panel and then go ahead and ask questions.

Next.

Mr. STEARNS. Mr. Chairman, may it please the committee, I realize the committee's time is short so with your permission if I may take a couple of minutes to summarize our testimony for you and then go to the questions.

Of course, we agree with the very excellent statement given by the Council for Exceptional Children.

I would like to concentrate in my testimony on four essential points, but first, since I never had the pleasure of testifying before this committee, briefly I should introduce myself.

I am James Stearns. I started becoming active in this area when I was a senior in college and did a year's research project on Government programs for the handicapped.

That year's project led into an invitation this last month from the Secretary of HEW to join the National Advisory Council on Services and Facilities for the Disabled, but probably my best qualification for being here is simply that I have had some experience in the counseling area and I have also been a client of rehabilitation programs, extensively having a mild affliction of cerebral palsy. So I will be referring to specific experiences.

With me is Harold Benson, director of our Washington office of the United Cerebral Palsy Associations.

What I would like to concentrate on are four specific areas.

The first of these is the need for a set-aside of moneys for the handicapped. United Cerebral Palsy believes that this set aside of at least 10 percent is essential because without that set-aside moneys just will not be spent on the handicapped individuals who should receive help under the program.

I think that point has been brought out in the research studies conducted in the area of vocational education—I won't go into it further unless there are questions from the committee.

But there are a couple of areas I would like to discuss in depth. The need for full access to these programs, the need for due process requirement and the need for adequate and comprehensive educational assessment instead of simple diagnostic labeling.

I feel very strongly about these three points because I had some experience with all of them during my rehabilitation career.

The need for full access, as the gentleman previously said, is essential.

I remember, for example, when I started out in educational programs having to go to take a test in a building in Boston, Mass., where I had to walk up four flights of stairs to get to that particular test. As I huff and puffed my way up I thought it was very good that I could get up those stairs but I remember wondering at the time if it hadn't been possible for me to walk up there what would have happened. That is the point that it is essential to make here. These educational programs have to be given in the least restrictive environment. That relates to architectural barriers. It also relates to the type of tests that are given and several other factors.

Our Minnesota affiliate had an experience last year where it found that some of its clients could not take standardized achievement tests because they weren't allowed to have helpers in the room to help them mark their papers. Without the ability to adequately mark their papers they weren't able to take the test. Not being able to take the test they weren't able to be mainstreamed into the educational system.

That is the first point I would like to emphasize here. The need for full access.

The second point which we feel very strongly about is the need for due process requirement. I know and I hate to admit it, when I was in counseling systems I made mistakes. It happens to all of us. But if there is a mistake made because of a simple misunderstanding or because of a disagreement in particular counseling goals, there has to be some way that the client can bring that decision to the attention of authorities. There has to be a due process mechanism.

I won't take the committee's time at this point but if the committee is interested, there are several examples from my own personal experiences and experiences of friends that I could relate to the committee.

The third point we feel most strongly about is the need for an adequate educational assessment and not simply a diagnostic labeling.

If I could use one small example. When I was, I believe it was in seventh grade, I had to be taken out of my regular school for approximately 6 months to go to a rehabilitation center. At that center I was placed in a class. After about 5 minutes look at my record, I was doing work approximately a year or 2 years behind what I did in school. When I got back to the school I was hopefully lost in my regular class.

My teacher came up and said what have you been doing for the last 6 months? I said, well, I have been doing aglebra. He said you had that 2 years ago. What were you doing with that? I said well, they told me to do algebra so I did.

Then my school complained to the rehabilitation center. The answer came back and said the boy is basically cerebral palsied. We put him where we thought he should have been and then the onus came back on me to question that. But at 13 years old I questioned whether the responsibility is on the student to question the educational decision.

My point here simply is that that was a case of diagnostic labeling and not an adequate assessment of my educational potentials. Anyone taking more than a cursory look at the record would have seen I shouldn't have been in that class.

Of course, the problems are often more complex than that simple example I just gave, but the issue is still the same.

There is a need for an adequate educational assessment instead of more diagnostic labeling.

Mr. Chairman, I know that I have taken some of your time and if I could just close with just a personal experience that happened to me that I think relates to all we are saying.

I remember several years ago as I was ready to go off to college in my small town of New Hampshire I had a friend who also suffered from cerebral palsy but because he was older and because people like Hal weren't able to get to him earlier he was unemployed.

He asked me for some help before I went to college, helping him find a job. From my position as a news reporter I went around for a period of a few months to try to find him a job and I failed. The reason I failed is that every time I came to something where I thought I might be able to put him in there were three or four skills that he really needed to do the job effectively and I had to go back to him and say to him well, if you can't do that I can't get you the job.

So I wasn't able to get him the job. The point is that those skills were all vocationally related and the point is that my friend said to me, Jim, if I had known, if somebody ever told me I could have done this. But I am now 22 years old. I have no skills. Where do I have to go but the welfare line? That is the whole purpose of vocational education as it relates to the handicapped. They have to be gotten to early. They have to be helped.

If they are gotten to early and if they are helped they can be mainstreamed into the educational system and they don't have to be out on our streets.

I urge we move forward on this vocational educational amendment and I hope you will give consideration of our views.

I am happy at this time to answer any questions you may have.

Mr. LEHMAN. Thank you, Jim, and also Mr. Geer, for your not only enlightening but very moving testimony.

Thinking about what you said about the rehabilitation centers, they sound more like dehabilitation centers.

I am concerned also with the lack of adequate use of the set-aside money, even what we have now, and I wonder whether your organizations could prepare something to assist the staff of this committee in the form of an amendment that we could possibly insert in this legislation that would prevent the abuses of the set-aside money by the States and the misuses of that money that have tended to be strictly for the use of vocational rehabilitation, vocational education for the handicapped.

We all know about the sidewalks for the handicapped that were put in that everybody uses. We know that other kinds of money that didn't filter down in the right way to help the handicapped.

The other thing I would like to pursue just a moment is what kind of legislation do you think we could work on that would better facilitate and make it easier to integrate the handicapped vocational people into the regular classes?

If you could provide us some kind of an input on that, we could write the legislation that would not isolate and stigmatize this kind of—I imagine that a vast majority of the handicapped could be taught in the same classes as the regular vocational education.

I will finish it off and then I will let you respond.

I visited one vocational education facility in Vienna last year and—physically handicapped—and they have an almost 100-percent graduate employment record. It is amazing. With the right kind of early training and the right kind of guidance and the coordination between the schools and the industry that they could meet this kind of record which I am sure far surpasses anything we have in this country.

That is about all I have to say except I thought yours was one of the best testimonies I have seen so far on this piece of legislation.

Mr. STEARNS. Let me start by first saying, of course, we are very happy to work with the committee in any way you feel——

Mr. LEHMAN. Send my office and members of the committee a copy of what you send in so I can know what is happening, too.

Mr. STEARNS. Let me talk for a moment about the mainstreaming principle. I think it is important that we write something into that legislation to insure putting in handicapped whatever possible. I do believe in almost all cases, Mr. Lehman, it is possible to put them in the same classroom.

As I said to the gentleman from the Council of Exceptional Children before, if you asked me one reason why I was able to get out of my rehabilitation centers down to Washington and law school it is because I was always in a competitive environment and was always able to associate with my peer group and I was not shunted off to some separate classroom.

Perhaps one of the ways we can do this—maybe this isn't the only way, but I think it is necessary to provide training moneys and some staff help in legislation to help hire people who—counselors who will believe in these type of ideas and will be cognizant of the ability of the handicapped to be in the groups—excuse me, to be mainstreamed into the system. I am not sure exactly what can be written into the law to insure this. Perhaps that can be done. But I think it is important to put some training moneys into the bill to help the States implement the mainstreaming philosophy.

But I may turn this over to the gentleman from the Council for Exceptional Children because I know they have done some work on this point.

Mr. WEINTRAUB. Mr. Chairman, looking at programs for vocational education for handicapped kids across the country we found several phenomena taking place in regard to the 10-percent set-aside as it relates to the issue of mainstreaming.

First, we found generally the vocational educators perceived their function as meeting what they perceived the jobs demands of the community. Basically their perception was that the community didn't want to hire handicapped people. I don't think that was necessarily so but that was simply their perception.

Mr. LEHMAN. May I interrupt? That problem originated in the school system that also didn't want to hire handicapped people.

Mr. WEINTRAUB. That is right.

The second perception or feeling on their part was vocational education was always having a history of trying to defend itself I imagine. "We don't work with the dummies. We are equal in status to the academic community." I can remember in hearings in 1968 on the Senate side in which Senator Morse asked a group of vocational educators what they perceived as the measure of success of vocational education and their comment was to cite the number of people who graduated from vocational education and had gone to college as the measure of success of vocational education.

The first phenomenon that we saw was that people who were advocates for the handicapped in the communities were often so frustrated in trying to encourage and move the vocational education system in the manner in which they perceived it should move and the vocational education system being so resistant to serving handicapped children, but the result was the vocational educator saying, look, why don't you take this 10 percent and go set up some separate program somewhere else?

So what we find, if we can believe the studies that have been done, and I note particularly the omnibus study which tells us that 70 percent of the handicapped kids being served in vocational education are being served in totally segregated, self-contained programs.

Now, what does that mean? What that means is that, one, these kids end up with limited vocational options. If you only have 50 handicapped children you can't build a comprehensive vocational technical school program for those kids, so you end up saying, "You may become a lawn maintenance person, a dishwasher, or work in motels. And that is it. Those are your choices."

Now, we have seen examples—I am sorry Mr. Quie isn't here. There is a program called the serve center. It is the vocational technical high school program that is in his district. In that facility handicapped young adults are integrated into 60 different vocational areas. They are going to school, going to a vocational program like any other student in that community.

The prime distinction is that they have provided the backup services to help support these kids and help support the staff in working with these kids.

Let me give you a simple example. There was one young man who could not go—who wanted to be in a program to—it was lab work of some sort. It required that he sit on a stool. But his disability made it impossible for him to sit on the typical lab stool without danger of him falling off or injuring himself.

The serve unit which is this technical assistance unit within the vocational education facility made a simple adaptation of the stool. They built a new stool so this young man can now go through the entire program simply because he has a stool to sit on.

Another example was a young man who was engaged in becoming a truck driver but had a disability that made it difficult for him to read. The problem with that was that in the State of Minnesota, in order to pass the test to be a truck driver you have to take a written examination. It would have been impossible for him to take the written examination without assistance. However, he had all the skills of being a truck driver. The serve center helped negotiate between the vocational educational facility and the State and arranged for someone to go and serve as a reader for this young man in taking the examination and he since passed the examination.

I can go on with many, many examples.

What we have found is that handicapped people, in order to be integrated into these facilities, need the kind of backup assistance and the staffs of these facilities need the backup assistance in order to make integration truly meaningful.

It was our thought in 1968 when we came before this committee and as we read the report language that accompanied the bill, it was our hope and belief that this is where the 10-percent set-aside would be directed.

What we have found is that the report language of this committee, the report language of the Senate committee has been totally ignored.

I guess today we have to come back before this committee and basically ask you to take what you said in your reports in 1968 and now convert them into law. We are sorry that that has to happen but I don't know what other options are open.

Mr. LEHMAN. Thank you.

Mr. Goodling?

Mr. Zeferetti?

Mr. Hall?

Mr. HALL. I am sorry that I am late. I had a tight schedule.

Jim, I did especially appreciate your testimony and I agree with you 100 percent. I would like to make a comment in regards to the feeling that people in vocational education have had maybe in regards to contributing to the community. I think we could in all fairness say that general education had their minds set for a long time also.

I am of the feeling that a great many principals and superintendents are still college oriented and vocational education in my mind, and I say this as a former public school teacher myself, had to fight too many hard battles.

I have been in those systems and it was the idea on the part of some of the principals and I am sorry to say some of those in guidance also that sharpened where you shuffle the kids off and didn't have any other place to put them and somehow they could be taken care of.

Chairman PERKINS. For what it is worth, I would like you to know there is someone on the committee—and others on the committee—that has empathy with your views. I am familiar with—you mentioned misdiagnosed. I am somewhat familiar with mislabeling. I had the experience of having talked with children in a very vocal way and had a good exchange with them that were labeled severely and profoundly retarded. We know you can't be profoundly and severely retarded and carry on a decent conversation.

So, I think we are off and running in the right direction.

I appreciate all your testimony.

We will recess until 9:30 tomorrow morning.

Thank you for coming.

[Whereupon, at 11:00 a.m., the committee recessed, to reconvene at 9:30 a.m., Thursday, March 20, 1975.]

[Material submitted for inclusion in the record follows:]

THE NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS,
Chicago, Ill., May 20, 1975.

Hon. CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education,
Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is a statement which the National Easter Seal Society for Crippled Children and Adults would appreciate having included in the printed record of testimony and statements regarding the Vocational Education Act.

Sincerely,

ROBERTA VAN BEEK,
Washington Representative.

STATEMENT OF THE NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS

The cornerstone of all Easter Seal activities nationwide is the provision of service to physically handicapped children and adults. Easter Seals continues to serve more physically disabled individuals than any other voluntary agency in the nation, and the fact that 70 percent of all contributed income is expended in their care is reflective of the society's ongoing commitment to direct rehabilitative service.

Easter Seal societies served 237,534 handicapped persons in 1972–73; about half of these were children. An additional 131,084—primarily parents seeking help and advice through Information, Referral and Follow-up programs—brought the total population receiving service to over 368,000 people.

With regard to children, the Easter Seal society provides both educational and vocational services. It also provides medical rehabilitation services including speech therapy and audiology for those with severe communications disorders. The handicapped children served include those with physical disabilities and those with educational disorders. Almost 100,000 people under age 21 were served in 1973 and of those, about 40% had physical disabilities and a little higher than 40% had communication or educational disorders.

For years, we have worked closely with the vocational rehabilitation program and our focus has been employment-oriented. Yet, the focus on employment-oriented programs for the handicapped has tended to be on adults. The vocational rehabilitation program clearly focuses on adults and, in fact, children under 13 are legally ineligible under vocational rehabilitation regulations. While physical and mental restorative services can be financed under the Crippled Childrens Program or the Medicaid program, vocational counseling, adjustment and training services for school age children are financed only by the vocational education program and it is not essentially a program for the handicapped, but one for those non-handicapped secondary school students who desire vocational education rather than college preparation.

However, it seems indisputable that a handicapped child will be better prepared for adult life and a vocation if occupational or vocational programs are available to him or her while he or she is school age. As such, vocational training is no different from health services or remedial education. The earlier the handicapping condition is identified and services made available, the more effective the results will be and the more likely the condition will be eliminated or reduced. Ultimately, early identification and services will limit much more costly future expenditures in the way of income support, institutional care, etc.

How can a disabled child be served with vocational education programs? First, he can be assisted through those counseling and related social services, which prepare him to deal with his disability and to relate to those people he will have to relate to in a work environment. Second, he can be assisted in developing appropriate work attitudes and motivation. Third, he can be assisted in identifying work goals for himself. Finally, he can actually be provided vocational training in appropriate areas depending upon his age, abilities and interests. For young adults of 12–18, this may actually involve work experience. Such a program could involve work-study programs, sheltered work programs, or summer work programs. Clearly, the earlier the disabled child is integrated as fully as his nondisabled counterpart into life experiences, the better his chances for such full integration as an adult. To fail to provide vocational options, guidance and training for children and young adults may be to doom them and our vocational training programs for them, to failure.

What does this mean for Vocational Education legislation? First, it means that planning by States for the use of Vocational Education funds must focus on handicapped children and their needs, perhaps more than on any other group. The identification of handicapped children who could benefit from this program must be stressed and the needs of those children analyzed. Second, there should be a special set aside of service funds required by Federal law for handicapped children, and particularly for severely handicapped children. The percentage must bear a reasonable relationship to the number of such children in the school systems relative to the total number of students. Clearly, the percentage needs to be substantially higher than this ratio because the cost of services may be greater. Yet, in the long run, this cost will become savings to the Government. The 25% set aside recommended as an earmark of funds for programs for both handicapped and disadvantaged by the Administration in its bill is too low for the two categories. There are so many economically disadvantaged children that 25% of the Federal funds for them and the handicapped would hardly seem reasonable. A fifteen percent (15%) earmark solely for services to the handicapped would seem reasonable.

Finally, schools with vocational programs supported by the Federal Government are now required to provide equal educational opportunity for handicapped children by Federal law. (Section 504 of the Rehabilitation Act of 1973.) If a shop or auto mechanism program is run by a secondary school, and there are more than a minimal number of handicapped children in the school, that school should be required to offer a vocational program to those handicapped children. In some cases the shop or auto mechanics program may be appropriate for disabled children if there is special counseling and adaptation of equipment; in others, a different program might have to be offered that is relevant to handicapped children.

Our point is that Section 504 of the Rehabilitation Act of 1973 has special relevance to the Vocational Education Bill and its enforcement will assist in serving the needs of handicapped children by assuring equal participation in the benefits of Federally funded vocational education programs.

We are most appreciative of the interest and concern of this Subcommittee, as expressed by the amendments to the Vocational Rehabilitation Act which set aside funds for vocational education for the handicapped. We also appreciate the opportunity to present our views on behalf of the physically handicapped.

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